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Implementing a Police Body-Worn Camera Program in a Small Agency

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Executive Summary

Police body-worn cameras (BWCs) have diffused rapidly across law enforcement agencies in the United States, and often agencies have deployed BWCs with little guidance on best practices for planning and implementing such a program. The Bureau of Justice Assistance National Body-Worn Camera Toolkit (https://www.bja.gov/bwc/) and its Law Enforcement Implementation Checklist (https://www.bja.gov/bwc/pdfs/BWCImplementationChecklist.pdf) provide guidance on these issues, but this guidance has tended to take a "one size fits all" approach. Moreover, with the exception of Rialto (CA), much of the available research on BWCs has focused on large law enforcement agencies in cities such as Arlington (TX), Orlando (FL), Phoenix (AZ), Mesa (AZ), Los Angeles (CA), and Las Vegas (NV). However, the Bureau of Justice Statistics (BJS) estimates that nearly 93% of all law enforcement agencies in the United States are classified as small (fewer than 100 sworn personnel), and nearly half (48%) employ fewer than 10 sworn officers (Reaves, 2015). The challenges facing small agencies are often quite different from larger agencies (Falcone, Wells, and Weisheit, 2002), and this may also be true for police BWCs. Unfortunately, there has been little attention devoted to the deployment of BWCs by small agencies, and as a result, our understanding of the challenges of cameras in the small agency context is limited.

In order to better understand how BWCs affect small agencies, researchers at Arizona State University conducted a multi-state survey of small law enforcement agency executives. The survey, which was administered via the online survey platform *Qualtrics*, was sent to all jurisdictions with a population of 8,000 or more in 26 states. The surveys were sent directly to the city manager, and the instructions requested a completed survey from any jurisdiction with police department comprised of fewer than 100 sworn officers. The survey queried respondents on a range of issues including goals, benefits, challenges, and lessons learned. Respondents were asked to describe these issues at three different stages of their BWC program: planning, implementation, and post-implementation (e.g., program management). We received 210 surveys (149 completed - an estimated response rate of approximately 5%),[1] and this report details the findings from those surveys. We highlight findings in five key substantive areas.

Key Findings
1. Most of the agencies who responded to the survey have deployed BWCs (71%). Of the agencies deploying cameras, approximately half reported full implementation of their BWC program.

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[1] The authors excluded jurisdictions with fewer than 8,000 residents based on the nature of the sampling frame (e.g., city manager form of government). Our findings are not intended to be representative or generalizable to all jurisdictions with a population of 8,000 or less in the 26 sample states, but rather are intended to start a dialogue about the special circumstances faced by small jurisdictions in the implementation of BWCs, and to report on their lessons learned.

2. The goals identified by small agencies are consistent with the larger body of evidence on goals of BWC programs (White, 2014). Small agencies most frequently identified officer accountability and transparency with the community as the primary program goal. Other commonly cited goals include enhanced evidence collection (e.g., evidentiary value), reduced complaints (and expedited resolution of complaints), and using BWCs as a training tool.

3. Small agencies identified several challenges associated with deploying BWCs. Though the small agency challenges are similar to those identified by larger agencies (White, 2014), respondents described how these issues can present themselves in different ways in the small agency setting. The most commonly identified challenges include technology issues and funding constraints. The overarching theme centered on small agencies' limited resources, manpower, and infrastructure, and how BWCs can overburden an agency because of those limitations.

4. Agencies described challenges associated with policy development. Again, there is consistency with larger agency concerns in this area, but the tight-knit nature of the small-agency provides a unique context. Respondents highlighted the importance of drawing on expertise from other agencies, rather than "re-inventing the wheel." The sensitivity around supervisory review of officers' footage (e.g., concerns over "fishing expeditions"), and more generally, union buy-in seem especially acute in small agencies.

5. When dealing with local government officials, community members, or even internal agency groups, small agencies may need to ensure the goals of the program align with the goals of other stakeholders.

Lessons Learned

Agencies consistently identified two "lessons learned" from their experience with BWCs. First, respondents encouraged agencies planning a BWC program to use a collaborative, team-based approach that includes both internal and external stakeholders in various phases of the process. Second, respondents cautioned against being overwhelmed by the initial "sticker shock." Agencies need to take a long-view that considers initial and reoccurring costs, but also that identifies benefits and longer-term cost-savings.

Conclusion

While small and large agencies experience many of the same benefits and challenges with BWCs, agency size significantly affects how those issues play out. Understanding this nuance provides an important backdrop to our understanding of the impacts and consequences of BWCs for agencies of all sizes.
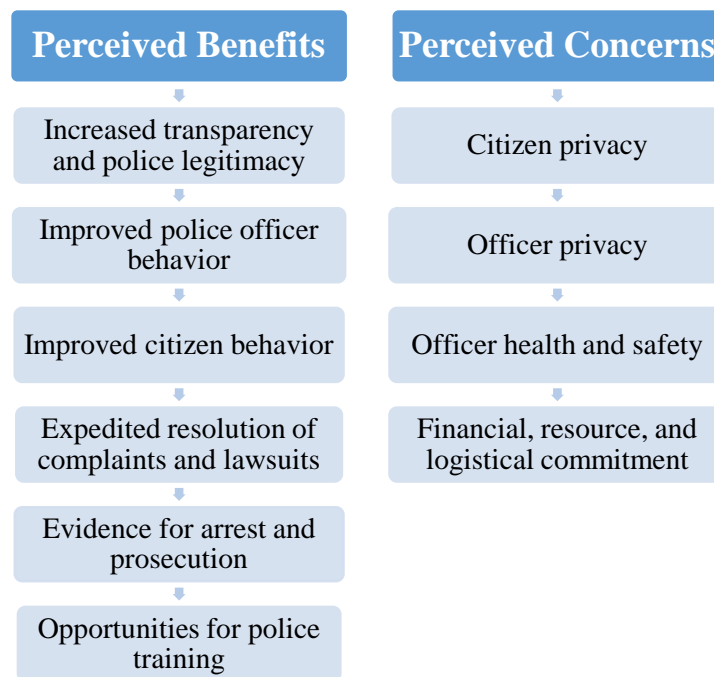
Implementing a Police Body-Worn Camera Program in a Small Agency

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Introduction

Since 2014, a series of controversial citizen deaths have caused public outrage, civil disorder in some cities, a decline in public trust in the police, and demands for police reform (President's Task Force on 21st Century Policing, 2015). Police body-worn cameras (BWCs) have emerged as a tool that many believe can help alleviate this crisis in police legitimacy. The federal government has provided strong support for police BWCs, demonstrated by the development of a National Body-Worn Camera Toolkit (https://www.bja.gov/bwc/), a BWC training and technical assistance mechanism (http://www.bwctta.com/), and a U.S. Department of Justice BWC funding program. In fact, since 2015 the Bureau of Justice Assistance's *Body-Worn Camera Policy and Implementation Program* (PIP) has awarded nearly $60 million to more than 250 law enforcement agencies across the country, for the sole purpose of deploying police BWCs (Bureau of Justice Assistance, 2016; U.S. Department of Justice, 2016).

Figure 1: Perceived Benefits and Concerns Regarding BWCs (adapted from White, 2014)

Perceived Benefits	Perceived Concerns
Increased transparency and police legitimacy	Citizen privacy
Improved police officer behavior	Officer privacy
Improved citizen behavior	Officer health and safety
Expedited resolution of complaints and lawsuits	Financial, resource, and logistical commitment
Evidence for arrest and prosecution	
Opportunities for police training	

Advocates and critics have made a number of claims about the impact and consequences of BWCs (see Figure 1), and over the last few years, police practitioners and researchers have been working to test many of those claims. For example, early studies of BWCs consistently found that cameras can lead to reductions in use of police use of force and complaints (Ariel et al., 2017; Hedberg, Katz, & Choate, 2017; Jennings, Lynch, & Fridell, 2015; Katz, Kurtenbach,

Choate, & White, 2015; White, Gaub, & Todak, 2017). Research has also identified other benefits such as citizen support for the technology (Sousa, Miethe, & Sakiyama, in press; White, Todak, & Gaub, in press); officer support for BWCs (Gaub, Choate, Todak, Katz, & White, 2016; Jennings, Fridell, & Lynch, 2014; Mesa Police Department, 2013), enhanced citizen perceptions of procedural justice (White, Todak, & Gaub, in press), and improved outcomes downstream in the criminal justice system (Morrow, Choate, & Katz, 2016).

More recent research, however, has shown that positive benefits are by no means guaranteed. Several studies have documented no impact on use of force and citizen complaints (Edmonton Police Service, 2015; Grossmith et al., 2015). Ariel et al. (2016) a found a troubling link between BWCs and increased rates of assaults on officers. In August 2016, the Boston police union sought a court injunction to stop the department leadership from creating a BWC program (Levenson & Allen, 2016). There is also some concern that BWCs could cause officers to become less proactive (e.g., de-policing; see Ariel et al., 2017)

The inconsistent findings suggest that local context matters in terms of BWC program outcomes. Characteristics of the law enforcement agency, particularly agency size, likely play a significant role in the success (or not) of a BWC program. Prior research has shown that law enforcement issues often play out differently in small agencies, including applications of use of force (Terrill, Leinfelt, & Kwak, 2007), how officer spend time on the job (Liederbach & Frank, 2003), and resident perceptions of community policing (Prine, Ballard, & Robinson, 2001). Given this backdrop, it is likely that BWCs bring unique challenges and questions for small law enforcement agencies.

However, the vast majority of available BWC resources appear to be grounded in a "one-size-fits all" mentality with regard to the technology. For example, two important, early reports on police BWCs make no mention of agency size, or how the challenges may vary by local agency context (Miller, Toliver, & PERF, 2014; White, 2014). Model BWC policies from the International Association of Chiefs of Police (IACP; IACP, 2014), Police Executive Research Forum (PERF; Miller et al., 2014), and American Civil Liberties Union (ACLU; ACLU, 2017) do not discuss how BWC issues may play out differently for small agencies. Even the National Body-Worn Camera Toolkit (https://www.bja.gov/bwc/) and the national training and technical assistance mechanism (http://www.bwctta.com/) are limited in terms of the resources and information provided for small agencies.

With the exception of the Rialto (CA) study, most of the academic research has focused on the deployment of BWCs in large agencies such as Arlington (TX), Orlando (FL), Phoenix (AZ), Mesa (AZ), Los Angeles (CA), Las Vegas (NV), Tampa (FL), and Anaheim (CA). This is a notable oversight since the Bureau of Justice Statistics estimates that approximately 93% (16,700) of the nearly 18,000 state and local law enforcement agencies in the U.S. employ less than 100 sworn officers (Reaves, 2015). Additionally, 35% (63) of the 179 agencies funded through the BJA BWC Policy and Implementation Program in 2015 and 2016 are classified as small agencies (Bureau of Justice Assistance, 2016).

Thus, very little is known about the unique challenges of planning and implementing a BWC program in a small agency setting. This report seeks to fill this gap through a survey of nearly 150 small law enforcement agencies across the U.S.

Methodology

To address this gap in our understanding of BWCs, the authors used the online survey platform *Qualtrics* to administer a survey to small law enforcement agencies in spring 2017. The survey captured respondents' experiences with BWCs on a range of issues including goals, benefits, challenges, and lessons learned. Respondents were asked to describe these issues at three different stages of their BWC program: planning, implementation, and post-implementation.
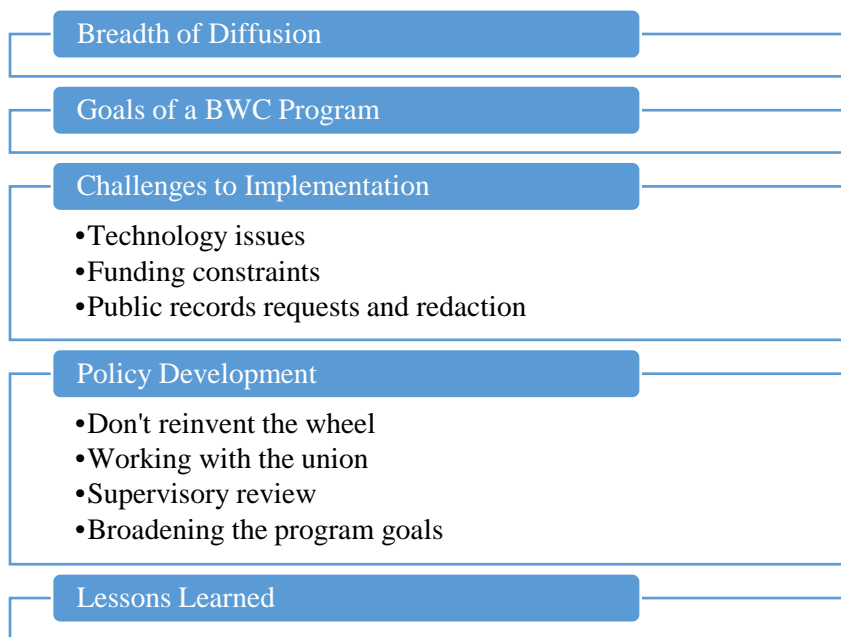
The authors coordinated with the Center for Public Safety Management (CPSM) to distribute the survey. CPSM is the exclusive provider of public safety technical services for the International City/County Management Association (ICMA). We first identified geographically diverse states for survey distribution, and then the survey invitation was sent to city managers in all jurisdictions in those states with a population of 8,000 residents or more (using the CPSM email listserv; see Appendix A for the survey invitation). Altogether, we sent surveys to 26 different states. Two follow-up emails were sent per agency to encourage participation. We estimate our response rate of approximately 5%.[2] The low response rate limits the generalizability of the findings. Rather, the findings presented here are intended to facilitate a larger discussion about the challenges of implementing BWC programs in small agencies.

We received returned surveys from 210 jurisdictions, but 61 indicated they had not deployed BWCs, and they had no plans to do so. Of the 210 returned surveys, 149 (71%) indicated they were interested in starting a BWC program, were currently planning a program, or had already implemented a BWC program (either partially or fully).

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[2] We are able to calculate a 5% response rate for 8 of the 26 states. Unfortunately, CPSM experienced a computer hack that corrupted their email system, and prevents the authors from calculating a more definitive response rate.

Results

The authors identified themes in five key substantive areas:

Breadth of Diffusion

Goals of a BWC Program

Challenges to Implementation

- Technology issues
- Funding constraints
- Public records requests and redaction

Policy Development

- Don't reinvent the wheel
- Working with the union
- Supervisory review
- Broadening the program goals

| Lessons Learned |
| --- |

BWC Diffusion

Respondents represented 26 states (see Figure 2); the most common was California (24%), followed by Florida (12%) and Arizona (8%).

Of the 149 agencies who completed the survey, 48% have fully implemented BWCs in their department, and an additional 13% have deployed cameras to some but not all officers (partial implementation). Nearly one-quarter (24%) are in the planning phase, and another 13% are not currently planning a BWC program but they are interested in doing so in the future. And two respondents (1%) indicated they had BWCs previously but had discontinued the program.

Approximately one-third of respondents indicated they deployed cameras all at once, whereas the remaining departments either did so in a phased roll-out or they are planning a staggered deployment). Notably, 16% of agencies used a randomized controlled trial research design to implement their BWC program.

Figure 2: States Selected by Respondents
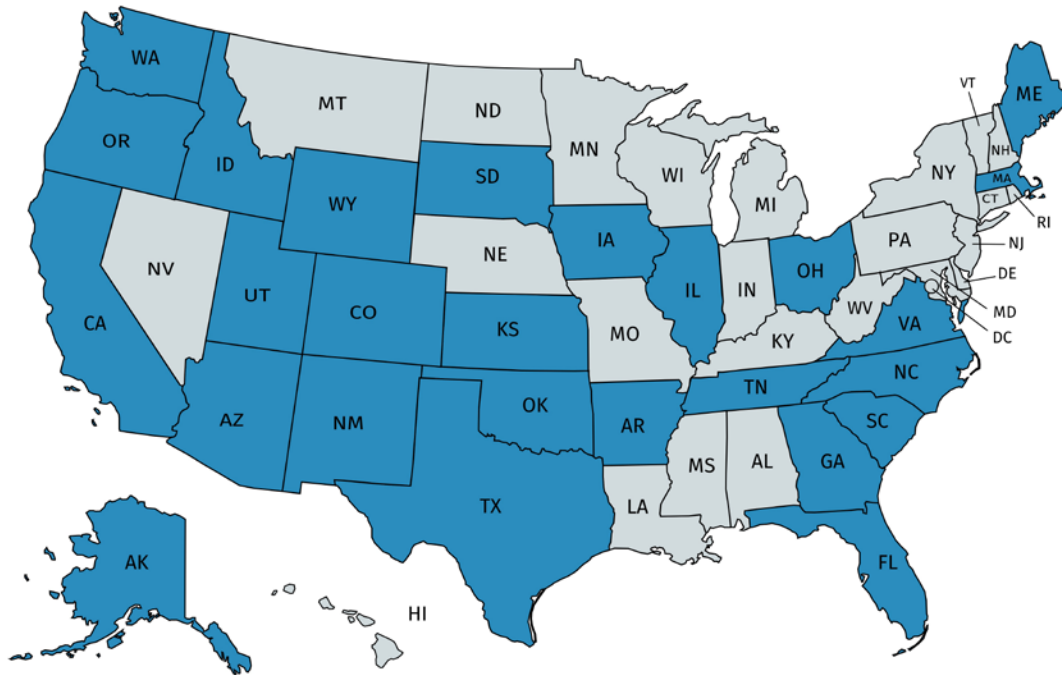
Goals of a BWC Program

Similar to larger agencies, small agencies identified several goals when initiating a BWC program. Of the 149 respondents, nearly all agencies (97%) indicated that transparency or accountability was a key goal of a BWC program, and 85% cited enhanced evidence collection. About two-thirds of agencies described officer oversight and training (68% and 67%, respectively) as important goals of a BWC program. Nearly half (48%) discussed a reduction in complaints as a goal in implementing BWCs. Several respondents indicated the necessity of BWCs in modern policing. One respondent stated:

> In today's climate…I believe police need to utilize BWC technology. People seemed to believe police officers were telling the truth many years ago when I started in law enforcement. Today, it seems like very few people believe the police, and having BWC footage that shows what the officer was dealing with, at the time, from their perspective, is far too valuable to not use.

One of the most commonly touted benefits of BWCs is decreased citizen complaints. This contention is supported by research with larger agencies (Jennings et al., 2015; Katz et al., 2015; White et al., 2017), as well as the Rialto, CA study (Ariel et al., 2015). Respondents in the current study also highlighted this benefit. For instance, one respondent noted:

> We have seen a decrease in the number of sustained complaints. Having a BWC deployed by officers during contacts allows for the agency to address and/or dispel allegations made against officers by members of the public.

Additionally, some smaller agencies described using BWCs as a training tool for individual officers. The camera allows a supervisor to use an encounter as a "teachable moment." One respondent stated:

> We have also been able to use the video to better train our officers. For example, we review videos with officers to show an interaction and how the officer was perceived, and how the officer could improve their verbal skills.

Challenges

Respondents were asked to discuss the challenges they faced when planning their BWC program. The most common challenge involved technology issues (28%), followed by funding or cost constraints (24%), handling public records requests (12%), and specific policy issues (11%). These concerns continued to pose challenges for BWC implementation once departments moved past the planning stage.

Technology Issues

Data storage and security was the most commonly identified concern at the planning stage (97%), and those issues continued to be a challenge upon implementation (92%). Additionally, just over one-quarter of respondents (27%) indicated that the perceived limited choices regarding vendors and equipment posed a challenge during the planning phase. For example, one respondent highlighted challenges associated with choosing a storage solution:

> Since we do not have an existing BWC program, attempting to determine how much data storage will be necessary is nearly impossible. Estimates indicate 1-2TB, per officer, per year. That is a wide range to try to plan on; for our department, that is 37-74TB per year. This does not include major events, redaction methodology effects on data storage, and retention schedules. We are opting for unlimited data storage at a fixed price at least for the first 5 years. That way we can get a look at actual data storage numbers and plan the future from there.

Technical difficulties with the cameras and operating systems themselves also presented a concern, especially as they begin to affect officer buy-in or willingness to use the technology. As one respondent explained:

> It's new technology, so getting everything to work sounded really easy; however, there are updates, power failures, and anything else that can go wrong with an electronic device. Cops just want to push a button to turn it on and push a button to turn it off. If officers can't do that and trust the equipment, they quickly lose faith in the equipment and are less likely to rely on [it].

Funding Constraints

For many small agencies, the cost of BWCs presents a serious concern. More specifically, the long-term costs associated with data storage were reported by respondents as a significant concern during both the planning phase (84%) and program implementation (76%). Competing budgetary concerns were problematic for nearly 40% of respondents. For example, two respondents noted the following:

> [One challenge to BWCs is the] financial competition for other needs I as chief see as a priority. Crime rate is low, public trust is acceptable, and there isn't a critical need. However, the politicians would like to see the BWC program implemented.

Some feel if the community is going to make such a significant investment in the Police Department, the funding for the body cameras could go to more training, updated equipment and community policing.

Some small agencies have been creative in how they handled the funding problem. One respondent described their solution to the cost associated with BWCs:

We were very fortunate to have members of a neighborhood watch group that collected the funds necessary to fully deploy body worn cameras for all our sworn officers. This afforded us the ability to choose the equipment we felt would best work for our department to provide for the best use of these funds. It helps to have this close relationship with our community.

Public Records Requests and Redaction
Once BWCs began diffusing rapidly in 2015 and 2016, there were several news stories regarding the negative effects of broad public records requests for BWC footage on law enforcement agencies. For example, an individual in the state of Washington requested all footage from every officer in the Seattle Police Department.[3] For many large agencies, requests of this magnitude would be resource-heavy, and there has been much concern nationally about the potential for an overwhelming number of public record requests for BWC footage.
However, in the current study public records requests (and related issues of redaction) was not a significant concern. Only 12% of agencies indicated it was a concern during the planning phase, 4% identified it as a policy development challenge, and 6% described it as a concern during implementation. Nevertheless, some respondents noted potential problems in this area.

For a small agency, there is no ability to redact video if need be and the storage of the video is difficult to manage with a limited budget.

[The] State of Washington has extremely open public records requirement – a body camera program could break the bank when it came to preparing records for release.

We are still in the process of implementing a program however, I believe the biggest hurdle is determining the manpower necessary to handle public information and court requests for video. Large agencies have full time staff that handles this, [whereas] small agencies may be limited in their ability to fund such a position.

For several agencies, concerns about the release of footage focused on officer and citizen privacy.

[The] biggest issue with the cameras is balancing out the privacy of people, especially in private residences and locations and making sure to protect the privacy of people and still maintaining open and transparent records.

I had to insert into the policy that I would not release the concerning footage of the death of an officer without court order to do so.

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[3] The SPD eventually created their own YouTube channel and began uploading all redacted BWC footage (Sullivan, 2014).

Policy Development
Respondents were asked a number of questions about the challenges encountered when developing policy, how those challenges were overcome, and who was involved in the policy development process. Three key trends emerged from these policy development questions.

Don't Reinvent the Wheel
Many small agencies developed their policies in a collaborative fashion and looked for best practices or templates from other agencies. To this end, half of agencies consulted with nearby law enforcement agencies. Outside of law enforcement resources, 42% of agencies consulted with prosecutors when developing their policy and 10% involved privacy groups in those discussions. For instance, several respondents noted the following:

> There are several studies and philosophies out there that deal with the use of body worn cameras by officers. All of these resources were reviewed and evaluated to develop a policy that would best fit the needs of the department and citizens for our agency.

> Research and talk to other agencies similar in size to your organization, try it before you buy it.

> [One recommendation is to] share information between agencies, locally, regionally and nationally. We all do the same job with similar equipment. Don't re-create the wheel. Seek out information and lessons learned from other agencies. We share with any agency that asks, as we were helped by other agencies to get to the decision we made.

Working with the Union
When developing their policies, nearly two-thirds of agencies (61%) included line officers in the development process and 38% involved the patrol officer union. Including these groups is often essential to ensure officer buy-in with the BWC program. Respondents recognized the need for support from line officers and their union, which may require compromise on contentious issues.

Prior research indicated that one common concern among line officers is that supervisors will use BWCs to jam up officers through unsolicited "fishing expedition-style" reviews of footage (e.g., to identify minor policy violations; White, 2014). Many respondents indicated that "fishing expeditions" were a core concern from officers and unions. For example,

> Smaller agencies are somewhat more "tight knit" than larger ones. Working closely with line officers and supervisors as a part of a union was challenging in specific wording of certain areas of policy.

> Who can access the video [and when], particularly supervising personnel. Concern developed that the system would be used to monitor officers' conduct. Labor wanted assurances the video would only be retrieved "with cause." Also, that discipline would not be imposed for minor violations of policy that were discovered incidental to viewing the video, but instead the matter would be handled with counseling or training.

> The biggest challenge was officer/union buy-in. We developed a policy that showed our officers that we did not plan to use the BWC as a fishing tool to look for problems, but would only view the video in instances that were questionable.

Supervisory Review

The majority (52%) of small agencies perform audits or reviews of BWC footage, and these reviews are typically performed as incidents occur (30%) rather than on a standard time schedule. Many reviews are done at the front-line supervisor (e.g., sergeant) level, though a significant percentage of agencies require a chief or deputy chief to review footage following a critical incident (46% and 52%, respectively), an officer's complaint about another officer (35% and 47%, respectively), or a citizen complaint (36% and 44%, respectively). Several respondents also described how review of footage could also be used to foster a positive environment through constructive feedback and positive recognition.

> We've held our supervisors accountable for periodic monitoring and have also created a culture where the review and constructive feedback is positive and build upon trust between the command staff and line officers.

> We also recognize officers more who go above and beyond during random reviews, or if records checks a video.

Broadening Program Goals

Many small agencies operate as very tight-knit groups and serve small, connected communities. As a result, there can be significant internal and/or external opposition to any program that comes across as being anti-police. Though many respondents indicated traditional goals such as increased transparency or accountability as a key goal of their program, several noted that the chief's goals and the goals of other stakeholders may not always align. As such, some agencies indicated a need to emphasize some goals over others in order to gain internal or external buy-in, with careful attention to the specific audience. This "reframing" of program goals may be necessary for internal stakeholders such as line officers, unions, or even command staff. On respondent noted:

> There is a reluctance on the part of command staff in the department to implement any sort of camera program, be they BWCs or more traditional dash cams. The command staff is concerned that the cameras and its video will be used as a "Big Brother" program to monitor officer performance and interaction with the public. They are concerned that the court system will use the video to second guess every decision made by officers and are concerned that this could lead to negative consequences for the department and its officers.

Research shows that it is important to have buy-in from external stakeholders for a BWC program to be successful (Todak et al., 2017). This is especially true for the initial discussion regarding the program's funding. Thus, agencies may need to emphasize specific goals to convince skeptical groups like the city council or even the larger community. For example, two respondents noted:

> Great for evidence collection related to subject/suspect observed behaviors. Our council, community, and city manager support our officers – therefore they don't like any perception that cameras are being used to hold officers more accountable.

> Our agency does not view BWCs as a means to gain transparency, but legitimacy. We understand our officers in most instances do the right things and the BWC proves this

time and again when reviewed. It is a tool that legitimizes what we already know and that is police officers, for the most part, are professional and impartial.

Lessons Learned

Taken together, our analysis suggested that there was a consensus among the respondents with regard to two "lessons learned" from a fully (or near-fully) implemented BWC program.

<u>Collaborative Team Approach</u>

Many respondents highlighted the importance of being inclusive and collaborative with stakeholders both inside and outside the department. Internally, respondents described the importance of having capable staff that can manage the program as well as obtaining early buy-in from line officers and unions. For instance, several respondents stated the following:

> Project implementation must be coordinated by staff capable of managing complex issues related to procurement, labor relations, legal issues, etc. Also, designate a subject matter expert who can be point related to the technology – hardware and software, to include working with the vendor directly. Having support resources designated who can manage the video data and be responsible for disclosure and discovery requests [is important].

> Success is based on a partnership between the command staff and the union, and officers understanding the benefits and the role the BWC program will have on the organization.

> Ensure you have participation of the line staff from the start. Explain the benefits of the cameras to the officers. Make sure that administration takes opportunities to acknowledge the good work officers do which are caught on camera and not just focus on the areas for improvement.

Externally, respondents strongly recommended including relevant stakeholders early in the process. This includes local officials, community members, criminal justice actors like prosecutors or judges, and other impacted stakeholders. This can also include soliciting policy recommendations from privacy advocates or other advocacy groups. For example, two respondents noted:

> Take a team approach in implementation. Do community outreach. Get buy-in from strategic partners…[and] keep stakeholders appraised of progress.

> Policy needs to balance privacy issues and give proper guidance to officers. Working with experts in the area of privacy (such as the ACLU and UpTurn) are highly suggested.

<u>Cost and Quality</u>

In small agencies with limited budgets, it can be tempting to prioritize cost over other program considerations. Many respondents cautioned against purchasing the least expensive camera, or going with the cheapest storage solution simply because of cost. They encouraged balance between need and cost, and noted that sometimes paying more up front can increase the likelihood of program success down the road. Several respondents noted the following:

> Don't get the cheapest camera. You get what you pay for.

> Make sure that you have the adequate funding to purchase the very best equipment.

> Funding and planning is tough. Few vendors are out there… and they keep designing their equipment to be obsolete in a few years forcing another large capital expenditure.

To that same end, several respondents pointed to the vendor as a key to success. Choosing the correct vendor is important, especially for small agencies that do not purchase large quantities of cameras. Small agencies should push for the same level of service provided to large agencies. Staff in charge of procurement should think about the services and options that are agency-specific, including the ability to combine other technology needs such as in-car video or interrogation room video surveillance.

> Vendor selection is critical. They must be able to work with you to work out hardware, software and storage issues. The [associated] costs…can be overwhelming.

> Manually activated cameras pose a threat to officer safety. Any device implemented should include a feature in which the body camera can be automatically activated when the in-car camera is activated.

> Look to see if there are BWC programs that are compatible with media management systems that you already own such as In-Car Camera systems. We were able to save a great deal of money by using cameras that were sold by the same vendor who provided ICC system and all the footage was compatible with our media management system.

Conclusion

In some ways, the benefits and drawbacks are similar for small agencies and large agencies alike. Nearly every law enforcement agency can benefit from lower levels of use of force and/or complaints, faster complaint resolution, and increased accountability and transparency. Likewise, every agency faces budgetary constraints and must address opposing viewpoints among internal and external stakeholders. But in many ways, the good and the bad present themselves differently for small agencies compared to larger ones.

For example, while all agencies face resistance from both inside and outside of the department, small agencies are themselves very tight-knit, and are situated in smaller, more insular communities. Rather than the department facing pressure from the city council or community to implement BWCs, the small agency may be in a position where they need to creatively make the argument *in favor* of BWCs. Additionally, complaints may drop because of BWCs – one respondent noted a near 50% drop in complaints, "from 5 or 6 a year to 2 or 3 a year with the use of the camera." While sizable in terms of percentages, and beneficial in its own right, these small numbers may not be sufficient to justify the significant capital investment required for a BWC program.

The results of this survey shed light on the unique context of the small police agency and the challenges they face – and successes they experience – when implementing a BWC program. Since the vast majority of police agencies are small in size, it is important to include their experiences in our growing understanding of the impacts of BWCs.

About the Authors

Janne E. Gaub is an Assistant Professor in the Department of Criminal Justice at East Carolina University. She earned her Ph.D. in criminology and criminal justice from Arizona State University in 2015, followed by a postdoctoral appointment at the ASU Center for Violence Prevention and Community Safety managing a large-scale randomized controlled trial of BWCs. Currently, she works with local police departments as they implement BWC programs and provides training and technical assistance to law enforcement agencies adopting BWCs. Dr. Gaub's primary research interests center on policing, including technology, misconduct, and gender. Her work has been published in *Police Quarterly, Policing: A Journal of Policy and Practice,* and *Women & Criminal Justice*.

Michael D. White is a Professor in the School of Criminology and Criminal Justice at Arizona State University, and is Associate Director of ASU's Center for Violence Prevention and Community Safety. He is also the Co-Director of Training and Technical Assistance for the US Department of Justice Body-Worn Camera Policy and Implementation Program. He received his Ph.D. in Criminal Justice from Temple University in 1999. Prior to entering academia, Dr. White worked as a deputy sheriff in Pennsylvania. Dr. White's primary research interests involve the police, including use of force, technology, and misconduct. His recent work has been published in *Justice Quarterly, Criminology and Public Policy, Criminal Justice and Behavior,* and *Applied Cognitive Psychology.*

Kathleen E. Padilla is a doctoral student in the School of Criminology and Criminal Justice at Arizona State University, and is a graduate research assistant in ASU's Center for Violence Prevention and Community Safety. Her research interests focus on policing, including officer safety and wellness, misconduct, gender, and theoretical applications to police work.

Charles M. Katz is Watts Family Director of the Center for Violence Prevention and Community Safety and a Professor in the School of Criminology and Criminal Justice at Arizona State University. He received his Ph.D. in Criminal Justice from the University of Nebraska at Omaha in 1997. His research primarily involves collaborating with agencies to increase their organizational capacity to identify and strategically respond to crime and violence effecting local communities. He is the (co) author of many peer reviewed articles, monographs, and books including Policing Gangs in America (Cambridge University Press: 2006) and The Police in America (McGraw Hill: 20013). He recently served as a research partner to the Phoenix Police Department to evaluate their agency's BJA sponsored SMART policing initiative. It was the first federally sponsored evaluation of the effectiveness of police body worn camera's (BWC) on complaints, use of force, and arrest and prosecution of domestic violence. The report can be found at: http://cvpcs.asu.edu/products/evaluating-impact-officer-worn-body-cameras-phoenix-police-department. He recently served as one of two primary authors of the US Department of Justice Body-Worn Camera Toolkit (https://www.bja.gov/bwc/) and currently serves as a senior advisor to the Bureau of Justice Assistance on its Body-Worn Camera Training and Technical Assistance Team.

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Appendix 1   Survey Invitation

As you probably know, Center for Public Safety Management (CPSM) is the exclusive provider of public safety technical services for International City/County Management Association (ICMA). We are working closely with ICMA to assist the US Department of Justice, Bureau of Justice Assistance in their efforts to research the use of Police Body Worn Cameras (BWC).

As part of that effort, Arizona State University is conducting research to examine the experiences of smaller law enforcement agencies with body-worn cameras (BWCs). I am hoping that you will consider participation in this survey because of our collaboration in the past, and because we value your opinions on this important issue. Given variation in how "small" is defined, the ASU team is not applying a hard-fast rule for survey inclusion. They are seeking to survey agencies with under 100 sworn officers. The survey is designed to capture valuable information among those who are considering BWCs, are currently planning a BWC program, and who have already started a BWC program.

The ASU web-based survey is designed to help understand smaller agencies' successes and challenges in planning, implementing and monitoring a BWC program. The survey is approximately 20 questions and will take less than 10 minutes to complete. The survey is voluntary and anonymous. Any question can be skipped, and participation can be ended at any time. The link to the survey is below. We appreciate it if you would forward this email to your law enforcement executive for survey completion as well as to any fellow managers that you know that has a police department with 100 officers or less.

[*SURVEY LINK HERE*]

If you have any questions about the survey, don't hesitate to contact Michael White, Ph.D., at mdwhite1@asu.edu or 602-496-2351. If you have any other questions or suggestion, please contact me directly at the email or phone shown below.

Best Regards,

Leonard

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