ADAPTING TO THE PRESENCE OF THE BODY-WORN CAMERA IN POLICING: A QUALITATIVE ASSESSMENT OF OFFICER AND CITIZEN PERSPECTIVES ON POLICY AND PRACTICE

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DEDICATION

I dedicate my dissertation work to my daughter, Savannah Nicole Cathcart. No matter how many mountains I try and climb, you will always be my life’s greatest accomplishment. Let this serve as proof that you can do anything that you put your mind to, and that all things are possible through Christ.
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Adapting to the Presence of the Body-Worn Camera in Policing: A Qualitative Assessment of Officer and Citizen Perspectives on Policy and Practice

Dissertation directed by Associate Professor Sylvia Mendez

ABSTRACT

Research associated with the implementation of the body-worn camera by law enforcement agencies has focused primarily on follow-up analysis of its use subsequent to agency implementation or during controlled trials. This paper contributes to the body of literature through consideration of policy and implementation of the device as it relates to operator and citizens directly. The study employs qualitative methods, applying a phenomenological approach to obtain the meanings assigned by the participants to their lived experiences. Samples were drawn from a city located in southern Colorado, providing the communicated perspective of officers employed within the police agency and the citizens who reside in its respective jurisdiction. The research further considers law enforcement efforts to develop organizational policy on the use of the body-worn camera through the lens of the Institutional Analysis and Development (IAD) framework. The IAD framework explores the perception of complex social phenomenon through consideration of smaller, practical functions. This study also examined the contemporary interaction between the police and the citizen, applying communicated perspectives to the theory of deference exchange. This theory is driven by the consideration of socially driven contextual variables that may impact the police-citizen interaction. Communicated findings provide an essential viewpoint for future policy development and implementation of policing technology. Participant interviews reflected substantial input
on the impact of the body-worn camera (BWC) on the relationship between the police and citizens. Specific perspectives were communicated in regard to the mission of the BWC, citizen’s perceptions of the police, the impact of the BWC on citizen complaints, and the impact of the BWC on police use of force.
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CHAPTER I

INTRODUCTION

The use of technology within the field of criminal justice has existed for many years and in numerous translations. Tools such as advanced communications systems and electronic restraint devices have become standard issue within many U.S. law enforcement jurisdictions and have advanced the efficiency of police operations. Over the past decade, advances in technologies utilized by law enforcement agencies have accelerated at an extraordinary pace (Miller, Toliver, & Forum, 2014). One of the most significant translations of technology to law enforcement has been the introduction of the officer body-worn camera (BWC) for daily police operations. Introduced in the early 2000s, the BWC expanded the ability of police departments to document the daily operations of officers. It is most commonly utilized by police officers to document interactions with victims, witnesses, and others during police-citizen encounters, at crime and incident scenes, and during traffic stops (International Association of Chiefs of Police [IACP], 2014b). Law enforcement agencies have further communicated that the purpose of the BWC is to improve evidence collection, to strengthen officer performance and accountability, to enhance agency transparency, to document encounters between police and the public, and to investigate and resolve complaints and officer-involved incidents (Miller et al., 2014).

Subsequent to introduction of the BWC to the field, research has reflected that its presence has resulted in a positive impact to policing, with notable influence to officer use-of-force incidents and citizen complaints (Ariel, Farrar, & Sutherland, 2015; Farrar & Ariel, 2013; Jennings, Fridell, & Lynch, 2014; Jennings, Lynch, & Fridell, 2015). The
BWC also has been credited with an increase in transparency of police behavior, acting as a deterrent to discrimination, and in restoring community trust (Coudert, Butin, & Le Métayer, 2015).

The presence of the camera in the law enforcement setting has introduced numerous policy challenges for law enforcement leaders. Once limited to the recording of patrol car maneuvers, the presence of the BWC during all police contact with citizens has advanced the consciousness of recording and documentation for both officers and citizens. Its use has raised important questions about privacy and trust issues associated with recording citizen interactions and has added to questions of officer accountability and professionalism within contemporary society. The influence of negative perceptions and community and agency distrust has introduced the potential for negative impact to officer performance and has advanced the challenge of law enforcement to maintain productive community relations.

Police executives also have been challenged to consider numerous practical policy issues, including significant financial costs associated with camera deployment and data storage, officer training considerations, and access to recordings (Miller et al., 2014). In their 2014 report, the IACP provided recommendations for police agencies relative to the ongoing development of policy associated with technology: “Policies function to establish transparency of operations, enabling agencies to allay public fears and misperceptions by providing a framework that ensures responsible use, accountability, and legal and constitutional compliance” (p. 1). In consideration of the adoption of the BWC to policy and practice within an agency, a challenge exists for police executives in
determining the best application of technology for a given jurisdiction based on its crime issues, funding levels, and current protocols (Miller et al., 2014).

**Statement of the Problem**

The influence of the BWC on the relationship between law enforcement and society, merged with the critical interagency influence created by the introduction of this technology, results in a unique paradox in the development of its associated policy. In order to explore these relationships, it is incumbent upon the researcher to investigate the perspectives of those impacted by the BWC to provide both a fundamental and advanced assessment of the most critical themes associated with its purpose and application to the field. The use of the BWC exists primarily with the police officers. The camera records the occurrence of all interactions between the officer and the community. The role of the officer in the use of the technology assumes many forms, as the officer is the director and star of every recording. This dual role, merged with the equally critical impact of the citizen on each interaction that occurs, confirms the critical importance of the officer’s and citizens direct perspective in consideration of the policy and practice associated with the technology.

To date, research associated with the BWC has been focused primarily on comparative analysis of officer performance following brief pilots or early implementations of the BWC within a police agency. Qualitative analysis associated with the topic has been focused on the general acceptance of the BWC by officers. A clear gap exists in the consideration of the officer perspective on the specific application of the BWC to associated policy and police operations. Related literature also has appeared to lack mindfulness of the culture present within the field of policing, with a principle focus
being societal concern for officer misconduct. The officer perspective element is of key value to any consideration of officer practice, as a police agency possesses its own distinct culture due to the unique characteristics of its working environments, such as the continuous presence of danger, the use of coercive force, and multiple police roles that officers assume (Paoline & Terrill, 2011).

Equally important to the ongoing consideration of the BWC to policing is the citizen perspective. To date, this critical viewpoint has been commonly discussed via the communication of the collective opinion of citizens by group leaders. A gap exists in the recognition of the citizen directly impacted by the presence of the BWC in community policing translations, absent of the interpretation or influence of the group dynamic. The citizen, representing an equally vital role in incidents recorded by the BWC, possesses a significant interest in ensuring the most efficient application of policing tools.

Police officer input into the implementation of the BWC to practice has been commonly limited to the selection of the device adopted by the agency, while citizen input generally has included consideration of the communicated perspective of citizen-based leadership, generally translated by city leaders and representatives. Absent of the contemplation of BWC utilization and application within the field has been the direct perspective of the officers and citizens, particularly in regard to controversial topics associated with officer discretion in the initiation of recording and officer viewing of recorded footage. Policy review also lacks the perspective of the officers, as it is generally completed by agency leadership. The lack of direct operator and citizen point of view in the ongoing development of BWC policy presents a problem in ultimate policy effectiveness and efficiency in practice. This research responds to the gap in research and
advances the body of literature associated with the BWC through analysis of the unique viewpoint of the police officer and the citizen impacted by the technology. This analysis includes collection and examination of the communicated experiences and perceptions of both the officers and the citizens directly impacted by BWC implemented policy and practice.

**Research Questions**

According to Creswell (2014), the purpose of qualitative research is to explore a complex, detailed understanding of an issue, to discern the context or settings in which participants in a study address a problem or issue, and to explain the mechanisms in models. This study adheres to the phenomenological approach to qualitative research, which is to obtain the meanings assigned by the participants to their lived experiences. Phenomenology has been described as a science that is concerned with describing that which is in a person’s immediate awareness and experiences as they sense and perceive them (Moustakas, 1994). This methodology is particularly applicable to the consideration of both the officer and citizen perceptions in the use of the BWC due to the unique context of policing and the rich internal culture associated with the law enforcement profession, as well as the distinctive and often controversial perspective held by citizens in modern society. Police operate within a framework of continuous monitoring of citizen behavior, with a principal mission of filtering criminal influence off of society. The culture that exists within police agencies develops as a result of a commonly held understanding of this framework and expectation among the police officers and, thus, often is unseen by those outside of the profession. Likewise, the perspective held by the citizen in regard to the police charged with the assurance of their safety and security is
one that may be understood by the protector far more than the protected, or those tasked
with the translation of that protection to policy and practice.

This study employs a holistic-inductive design paradigm. Creswell (2014) described the characteristics of this approach to research as that which allows for themes to be built from the increasing consideration of data, and that which involves the reporting of multiple perspectives to identify the many factors involved in a situation. The data from the findings are products of semi-structured interviews with police officers having direct association with BWC camera use, and citizens residing in the jurisdiction of the respective policing agency. The intent of the collection of data from these groups captures the perspective of those directly impacted by the implemented BWC policy within their respective communities, as well as their direct experience with BWC during officer and citizen interactions.

This study is guided by two principal objectives: (a) to explore the perceptions held by police officers and citizens on the application of the BWC to law enforcement policy and operations, and (b) to consider communicated operational conflict and/or best practice associated with BWC implementation and policy development. The study explored the following research questions:

1. What are the officer and citizen perspectives of the primary mission of the body-worn camera?

2. What are the officer and citizen perceptions of discretionary practices for use of the body-worn camera?
3. What are the greatest areas of impact to officer performance and police operations as communicated by officers who have worn the body camera in association with their assigned duties?

4. What are the greatest areas of impact to officer and citizen interaction as communicated by citizens residing in a community policed by officers wearing the body-worn camera?

These questions assist in furthering the understanding of the impact of the BWC through delivery to police officers assigned within an agency utilizing the BWC during normal duty, and to citizens who reside in the jurisdiction of that agency. This focused collection of data provides a more limited scope of officer and citizen individual and collective perspectives on an applied contemporary translation of the BWC in policing.

**Conceptual Framework: Institutional Analysis and Development Framework**

The Institutional Analysis and Development (IAD) framework is utilized as a concept model for this research. Maxwell (2005) summarized the function of the conceptual framework as serving to inform the design of the study in order to assess and refine research goals and to identify potential validity threats to conclusions. The IAD framework, pioneered by Elinor Ostrom (2005), is a systematic method for organizing policy analysis activities that is compatible with a wide variety of more specialized analytic techniques used in the physical and social sciences (Polski & Ostrom, 1999). Ostrom (2005) described the framework as a way in which to understand the policy process by outlining a systematic approach for analyzing institutions that govern action and outcomes within collective action arrangements. In their 2011 consideration of the design of the IAD framework, Blomquist and DeLeon (2011) detailed two key areas of
inquiry for contemporary researchers using the IAD framework: (a) the construction of linkages between institutional arrangements and action situations and (b) the interactions that occur among organizations and rule systems that have been designed and that operate at diverse scales. Polski and Ostrom (1999) summarized that in order to understand the impact of a policy area as well as the way in which a situation might proceed differently, it is essential to incorporate input from multiple disciplines, multiple levels of activity, and multiple policy situations. This framework is particularly applicable to the consideration of policy within the field of policing, due to its underpinnings in application of policy to context, unique environments, and diverse interactions, which are pertinent to policing. Figure 1 provides an illustration of the elements of the IAD framework.

Within the IAD framework, institutions are defined as a set of prescriptions and constraints used by individuals to organize all forms of repetitive and structured interactions (Ostrom, 2005). These prescriptions can include rules, norms, and shared strategies (Crawford & Ostrom, 1995). The institution considered in this study is represented by a police agency located within southern Colorado. Selection of the institution for the purpose of this study was based upon its distinct demographic and organizational posture in regard to the BWC. The institution fully implemented the BWC into policy and practice approximately one year prior to completion of this study. The police department’s application of the BWC signifies a unique point in policy development and practice associated with the BWC, as it includes agency, officer, and citizen acclamation to the technology, thus providing a rich representation of policy reform in its application to the IAD framework. Policy analysis and development is
achieved in the IAD framework through consideration of the institutional policy in regard to three principle elements: context, action arena, and patterns of interaction.

Figure 1

The Institutional Analysis and Development Framework

![The Institutional Analysis and Development Framework](image)


Context

Within the IAD framework, three contextual variables are utilized for influence on actors or actions that occur, and their ultimate consideration and application of policy. They include the biophysical environment, socioeconomic conditions, and institutional arrangements. Biophysical environments are defined by the workplace and workplace conditions. Biophysical variables may include factors such as mobility and flow of resources within an institution or action arena and/or attributes of the physical environment within which the community acts (McGinnis, 2011). Within a police agency, biophysical variables may be represented by those associated with agency budget, staffing, and location.
Socioeconomic conditions are defined by community attributes and are represented by characteristics of the community or the collective unit of interest (McGinnis, 2011). Socioeconomic characteristics of the community may include factors such as the homogeneity of its members or shared values. Under the heading of socioeconomic conditions, consideration is given to the manner in which actors relate within and between clusters of other actors (Andersson, 2006). Relative to policing policy and practice, this is indicative of the relationships among officers and with the community they serve. If groups of actors share a history of mutually beneficial interactions, trust possibly has developed in their relationship; this sense of mutual reciprocity will, in all likelihood, facilitate solutions to presented issues (Andersson, 2006).

Institutional arrangements are defined by local, state, or political rules that govern the entity. The types of rules applicable within the IAD framework include entry and exit, scope, aggregation, authority, and information rules (McGinnis, 2011). This variable refers to the norms and rules respected by the individuals participating in an action situation, and it influences the incentives faced by each actor to ultimately help in determining behavior (Andersson, 2006). This variable is uniquely complex within the law enforcement field, as the profession is guided by rules on local, state, and federal levels. Also, the culture that exists within the police profession, particularly the relationship among officers who share a fundamental understanding for the challenges associated with police work, introduces a distinctive element to the consideration of professional context.
Action Arena

The IAD framework defines the key features of actors and actor situations that comprise the action arena. The analytical focus of the IAD framework is on the action arena, in which the social choices and decisions occur. In evaluation of those in the action arena, four clusters of variables are critical: (a) the resources that an actor brings to a situation; (b) the values actors assign to different actions; (c) the way in which actors acquire, process, retain, and use knowledge and information; and (d) the process used for selection of a particular course of action (Ostrom, 2011). Police officers provide a unique representation of those in a situation, as they retain individual authority within the community. Their individual perceptions of any presented situation are critical to their ultimate decisions in the enforcement of the law. The citizens provide an equally unique representation of an actor in the situation due to their influence on the application of resources implemented by police agencies and the impact of their actions on incident outcomes.

The action arena also includes critical variables that may be influential to the overall incident. The situation may include numerous components: (a) the participants in the situation (b) the participants’ positions (c) the outcomes of participants’ decisions (d) the payoffs or costs and benefits associated with outcomes (e) the linkages between actions and outcomes (f) the participants’ control in the situation and (g) information (Ostrom, 2011). The contemplation of an actor situation is highly applicable to policing, as it presents the potential factors that may influence the officer and the citizen, and the ultimate translation of policy to practice.
Patterns of Interaction

The multiple interactions in the various situations create patterns of interaction that, over time, result in predictable outcomes (Andersson, 2006). In tightly constrained policy action situations with little or no uncertainty, participants have a limited range of strategies; a policy analyst can make strong inferences and specific predictions about likely patterns of behavior (Polski & Ostrom, 1999). Within the field of policing, the policy action situation rarely is constrained and generally is based on the totality of the circumstances presented and the perception of the officer present. The motivational and cognitive structure that an actor may acquire, retain, and use in the selection of specific courses of action are accomplished through patterns of interaction and individual evaluation (Ostrom, 2011). This is of particular importance in the police-citizen interaction, as the pattern of interaction displayed by citizens may represent a different predictable outcome than that of the trained officer.

Evaluative Criteria and Outcomes

The evaluative criteria determine the aspects of policy and practice that have a positive or negative impact on the likelihood of successful outcomes. Particularly in early policy development and initiation, evaluative criteria may be influenced by both internal and external elements of the organization. Within the field of law enforcement, evaluative criteria may include consideration for the agency as well as the community and its stakeholders.

Policy outcomes may be evaluated with criteria such as sustainability, equity, efficiency, and effectiveness. The evaluation process is reiterative, as outcomes affect the contextual variables as well as the action arena in future interactions (Andersson, 2006).
The infancy of the application of the BWC has resulted in limited and varied outcomes within the field of law enforcement.

**Theoretical Framework: Theory of Deference Exchange**

The ongoing consideration of the BWC policy and practice is considered in this study through exploration of the police and citizen relationship as it applies to the theory of deference exchange. The theory of deference exchange, posited by Sykes and Clark (1975), focuses on the social position of both the police officer and the citizen. The researchers contended that the average encounter is impacted by status norms that are interpreted by the two parties. The amount of deference, i.e., the level of humble submission or demonstrated respect, is contingent upon the perceived status of each to the other. Historically, police authority has been generally accepted by citizens, creating a posture of expected deference within society that creates a common assumption that police represent a higher status than citizens. This assumption can be easily explained by the officer’s position within society, which is state conferred power and authority. During police-citizen interactions, an understanding and level of acceptance is ideally adopted among the participants, permitting each to possess an identity that is respected by the other. Sykes and Clark’s (1975) theory of deference exchange poses that the difference in the status of one’s position influences the quantity and direction flow of deference in police-citizen encounters; thus, perceived context of the position of both the officer and the citizen can have a considerable influence on the rules of deference.

Research associated with the application of the theory of deference exchange to police-citizen encounters has explored the dynamics present in the relationship as they apply primarily to use-of-force incidents (Alpert, Dunham, & MacDonald, 2004; Binder
& Scharf, 1980; Engel, 2003; Mastrofski, Reisig, & McClusky, 2002; Rojeck, Alpert, & Smith, 2010). Findings have shown the influence of the perceptions held by the police and the citizen on the progression and outcome of incidents. A gap exists in the consideration of the prior perceptions held by the police officer and the citizen on specific policy and practice associated with policing. The prior perceptions are critical to the ongoing consideration of the BWC policy and associated practice, as a shift in authority can be posited in the influence of the citizen on the application of the BWC to the field of policing, as well as the influence of highly publicized incidents involving officer involved shootings. This unique contemporary platform that is afforded the citizen in regard to the use of the BWC by law enforcement presents an interesting and unfamiliar application of the theory of deference exchange to modern policing.

**Significance of the Study**

This study explored the dynamics associated with development of policy relative to the BWC through a progressive consideration of the officer and citizen perspective. This research considered law enforcement efforts to develop organizational policy on the use of the BWC through the lens of the Institutional Analysis and Development (IAD) framework. The IAD framework explores the perception of complex social phenomenon by dividing it into smaller pieces of practical and understandable functions, including context, the action arena, and patterns of interaction. This framework guided the research by establishing a structure by which the professional context, the action arena, and the participant interactions experienced by police officers and citizens can impact policy development. This study also sought to examine the contemporary interaction between the police and the citizen, applying communicated perspectives to the theory of deference
exchange. This theory is driven by the consideration of socially driven contextual variables that may impact the police-citizen interaction. The overall intent of this study was to employ a qualitative research design to draw on the expertise, experience, and vision of those individuals directly impacted by the BWC policy and practice to present key areas of officer and citizen concern, to identify needs and gaps associated with current and ongoing policy development, and to make recommendations for further considerations in the implementation of the BWC to law enforcement.
CHAPTER II
LITERATURE REVIEW

Due to the infancy of the use of the BWC within policing environments, a limited amount of empirical analysis has been completed that directly relates to the impact of the BWC within the field. Topics are explored to provide insight into the introduction of video recording within the law enforcement setting, to consider recent research findings associated with initial agency implementation and agency piloting of the BWC, and to provide a foundation for understanding of contemporary efforts and challenges relative to the development of policy affiliated with the BWC. Review of the literature reflects a focus of four primary themes (a) the history of video recording in police work (b) the impact of the BWC on policing (c) impact of BWC on police-citizen relationship and (d) policy development considerations associated with the BWC.

History of Video Recording in Police Work

The use of video recording in policing has historical contexts, with the first use initiated in the 1960s by the Connecticut State Police (IACP, 1993). In-car cameras (mobile video systems in patrol cars) were an adaptation of closed circuit television (CCTV) surveillance and were introduced nationwide in the mid-1980s (Linn, 2007). The efforts for the use of the in-car camera were heightened in 1980 by advanced awareness of the national issues related to drinking and driving motivated primarily by the formation of Mothers Against Drunk Driving (IACP, 2003). The principal mission of the camera recordings was to provide supporting evidence for conviction of those driving under the influence. As the use of the in-car camera systems increased, agencies reported numerous additional benefits such as increased officer safety; documentation of traffic
violations, citizen behavior, and other events; reduced court time and prosecutor burden; video evidence for use in internal investigations; reduced frivolous lawsuits; and increased likelihood of successful prosecution (IACP, 2003). Although widely embraced by both the law enforcement community and citizens, the cost of the camera systems has resulted in ongoing fiscal strain to agencies.

Beginning in 2000, numerous federal grants were disbursed to assist agencies in incorporating the use of in-car camera technology into their policing efforts. The U.S. Department of Justice’s Office of Community Oriented Policing Services (COPS) established the In-Car Camera Incentive Program and in 2000 allocated federal awards to state police and highway patrol agencies (Westphal, 2004). Between 2000 and 2003, the COPS program allocated over $21 million to 47 states and to the District of Columbia for purchase of in-car cameras (IACP, 2003; Westphal, 2004). A survey completed in 2003 by the Bureau of Justice Statistics reported that 55% of local police departments in the U.S. confirmed the use of in-car camera systems in their patrol cars (Hickman & Reaves, 2006). The use of video recording of officer actions during police work had been established as a best practice within law enforcement.

The introduction of BWC technology in police work began in the early 2000s. Taser International led the market in the technology. The company was the leading manufacturer of electronic control devices, commonly referred to as tasers, which were consistently used in U.S. policing agencies. In 2006, a Taser-mounted camera, the Taser Cam, was introduced. These devices were meant to allow police officers a level of mobility in recording evidence that was restricted with dashboard-mounted cameras. Two years later in 2008, Taser introduced an individual BWC. Over the following five years,
Taser released several upgraded models, advancing the technology’s recording and storage ability (Brucato, 2015). Results of a 2012 survey conducted in a partnership between PoliceOne and Taser International reported that approximately 25% of the nation’s 17,000 police agencies were using the BWC, with 80% of agencies evaluating the technology. The survey was conducted among 785 federal, state, and local law enforcement professionals; the results comprised opinions from the Southeast (26%), the Midwest (21.7%), the Northeast (17.6%), the West (16.3%) and the Southwest (14.7%) (Wyllie, 2012). Although young in its application to the field of law enforcement, the potential for the technology to advance law enforcement effectiveness has been recognized by numerous law enforcement agencies that have pursued steps for its implementation within daily police operations.

**Impact of Body-Worn Camera on Policing**

Following introduction of the BWC to the field of law enforcement, incidents prompting critical consideration of policy and practice associated with its presence have begun to occur. In 2009, a police officer in Fort Smith, Arkansas, who was equipped with the BWC was exonerated after an officer involved shooting that resulted in the death of the suspect (Arnold, 2014). The case appeared to bring immediate consideration of the technology by other police agencies, with particular attention given to the potential for advanced transparency in deadly force applications. In August 2013, Judge Shira Scheindlin of the Federal District Court in Manhattan advanced this notion, ruling that the New York Police Department’s stop, question, and frisk (SQF) program was unconstitutional and ordering officers in the highest volume SQF precincts to wear cameras (Santora, 2013). In statements made regarding the ruling, the judge noted,
“While the logistical difficulties of using body-worn cameras will be greater in a larger police force, the potential for avoiding constitutional violations will be greater as well” (Floyd vs. City of New York, 2013; Garrison, 2014). The direct recognition of the BWC by the court resulted in the advanced consideration of BWC application by law enforcement, including numerous agency pilot programs and research efforts.

Initial studies on police agency pilot programs have reported notable findings with the use of the BWC in officer use-of-force situations and citizen complaints. In February 2012, the Rialto Police Department in California issued the BWC to a sample of officers as part of a study by Cambridge University. The researchers measured the effect of the BWC on incidents of use-of-force and citizen complaints. The study included recorded incidents occurring over a 12-month period, as documented in the daily shifts of 988 police officers. Their findings reflected a significant drop in the number of use-of-force incidents and citizen complaints among the officers wearing the BWC (Farrar & Ariel, 2013). Their findings were supported by their 2015 study completed with the Orlando Police Department, in which the researchers noted that the prevalence of serious external complaints, such as unprofessional conduct, was significantly lower for officers who wore the BWC during normal duty (Jennings, 2015). Ariel et al. (2015) further reported that the presence of the camera resulted in a significant increase in controlled use-of-force conditions when compared to incidents without the presence of the camera. These findings suggest that the BWC impacted both the officer’s choice to use force within the field and the officer’s efforts to ensure proper documentation of critical incidents.
Jennings et al. (2014) examined the perspectives of officers in the use of the BWC in a study, reporting the response of a small sample of officers within a police department who had completed a pilot of the BWC. The officers reported support for the use of the BWC, suggesting that the camera potentially could improve officer and citizen behavior, having a positive effect on relevant outcomes (Jennings et al., 2014).

Recent research has investigated the impact of officer discretion and acceptance of the BWC in the use of the technology during points of policy transition and development. In a study involving the Mesa Police Department in Arizona, researchers completed a one-year evaluation of the department, during which the agency employed two policies governing use of the camera: one that was restrictive (implemented the first six months) and one that gave officers much more discretion in determining when to record events (implemented the last six months). The results revealed that camera use declined by 42% when the discretionary policy was in effect. Researchers also reported that officers who volunteered to wear the technology were 60.5% more likely to record encounters with the public during their shifts than those required to wear it (Mesa Arizona Police Department, 2013).

In 2015, researchers considered officer behavior as recorded in 3698 field contact reports by 100 police officers, 50 assigned to wear an on-officer video camera and 50 who were not. The results indicated that officers assigned to wear the camera were less likely to perform stop-and-frisks and make arrests but more likely to give citations and initiate encounters (Ready & Young, 2015). Although reflective of prior findings on the impact of the BWC on officer performance, the results are unique in that the project was completed during a specific period of time in which the department changed its position
on the activation of the camera by officers. During the first five months of implementation of the policy, officers were directed to make every effort to activate the camera when responding to a call or having contact with the public. The policy was changed to allow officers discretionary activation during the last five months of the evaluation period. In their analysis, researchers included a control variable of police-citizen contact during both the discretionary and the mandatory periods. Significant findings were noted after controlling for the change in the policy. The effect of wearing a camera on stop-and-frisks was significant after controlling for officer assignment (mandatory vs. voluntary) and the camera activation policy (Ready & Young, 2015).

Research also has reported notable impact to the fundamental mission of policing, as the collection of video evidence has resulted in observed change to criminal adjudication. When defense attorneys are shown video evidence of their client’s criminal activity, prosecutors have found that the number of guilty pleas and plea bargaining agreements increased (Bolton, 2015).

Although a limited amount of research is available that has examined the impact of the BWC on policing, reported findings indicate that its presence influences police work in critical areas, such as use-of-force and citizen complaint, with both areas reporting a drop in prevalence. The findings further indicate that specific policy directives, such as officer discretion in BWC utilization, impact officer performance in areas such as stop-and-frisks and issuance of citations.

**Impact of BWC on Police-Citizen Relationship**

The relationship between the police and citizens has emerged as critical to the ongoing consideration of BWC policy and practice, as demonstrated by substantial
research efforts that have focused on the dynamics presented by the contemporary police-citizen interaction. Research associated with police and citizen interaction has reflected a focus on the level of confidence held by citizens toward the police (Brown & Benedict, 2002; Cao, 2011; Jackson & Bradford, 2010; Keane & Bell, 2013; Tankeby, 2010; Tyler, 2001). Garcia and Cao (2005) conceptualized citizen held confidence as a generalized support for the police as an institution, constituting a level of goodwill normally directed toward the institution rather than particular incumbents. Tankeby’s (2010) empirical study that compared the effects of three dimensions of police corruption on citizen perceptions of police trustworthiness, procedural justice and effectiveness reported that both vicarious experiences of corruption and satisfaction with reform measures explained assessments of police trustworthiness, procedural justice, and effectiveness, although personal experiences of police corruption did not. The procedural fairness of the police and a sense of motive-based trust were further reported by Jackson and Bradford (2010) to be consistent factors of importance to surveyed citizens. These findings suggest that effective policy and practice considerations demonstrating recognition of citizen perception may lead to increased citizen confidence.

The collection and control of video documentation of police and citizen interaction has become a topic of much controversy in contemporary society. Events surrounding officer involved shootings have presented both the citizen interest in viewing recorded officer actions and the potential impact of recorded footage on the police and citizen relationship. In April of 2015, the New York Times reported that a “white police officer in North Charleston, S.C., was charged with murder on Tuesday after a video surfaced showing him shooting in the back and killing an apparently unarmed black man
while the man ran away” (Schmidt & Apuzzo, 2015). The presence of the BWC footage, merged with the advanced media coverage of the incident, resulted in a widespread consideration of the recorded officer actions, as well as an advanced level of criticism applied to the choices made by the officer. The media coverage of events such as that which occurred in South Carolina increasingly has become more common, which has boosted citizen interest in reviewing recorded BWC footage and ultimately increased the citizen demand for access to video documentation. The impact of citizen interpretation of recorded police actions on the police and citizen relationship is of critical importance to the ongoing consideration of BWC policy. The popular press interpretation of the police and citizen interaction, although considered highly impactful to their relationship, consistently lacks the perspective of the participants. The absence of such perspective to the development and implementation of the BWC technology suggests the potential for ineffective policy and practice.

Another principal obstacle in BWC policy development has been to meet the challenges presented by citizen protection organizations relative to police officer use of the BWC. These group efforts demonstrate the influence of the citizen perspective on consideration of BWC policy and practice. Specific issues presented by citizen groups have involved specific operational considerations, including the privacy of citizens being recorded and citizens’ access to recorded footage. In a recent report released by the American Civil Liberties Union (ACLU), a representative communicated:

> Overall, we think the [BWC] can be a win if they are deployed within a framework of strong policies to ensure they protect the public without becoming yet another system for routine surveillance of the public, and maintain public confidence in the integrity of those privacy protections. (Stanley, 2013, p.1)
The communicated position of citizen groups in policy development provide insight into the collective perspective of citizens on key topics in policing and present the public’s interest in agency accountability. Research findings have communicated a societal position that the ability for a police agency to establish effective accountability of their policing efforts is vital in creating greater trust and cooperation among citizens (Gottschalk, 2011).

A considerable amount of the literature associated with surveillance and recording of the police and citizen interaction has been focused on the collection of video documentation by citizen bystanders. This effort by citizens to record incidents supports the notion of advanced expectation of accountability. A substantial amount of disseminated footage recorded by citizens has included incidents involving the use of high levels of force by the police, including deadly force (Toch, 2012). Citizen documentation of incidents, referred to as incidental sousveillance, has been described as a form of counter-surveillance (Mann & Ferenbok 2011; Mann, Nolan, & Wellman 2003; Marx, 2007). Improvements in the citizen’s ability to record, store, and distribute footage documenting police and citizen interactions have established a contemporary platform for advanced consideration of the utility and control of technology such as the BWC (Yesil, 2011). The citizen efforts to record also present a shift in the police-citizen relationship, as the citizen’s expectation of accountability can be deemed to be accelerated by their contemporary expectation of real-time documentation of events. The influence of the officer perspective on the police-citizen interaction and ultimate incident outcome is now deemed tempered by the impact of the real-time documentation available.
Policy Development Considerations Associated with the Body-Worn Camera

Research on organizational policy change in police agencies historically has focused on the effect of large scale organizational change on work performance, policy development and implementation, and staff perceptions and effectiveness (King, 2003; Thacher & Rein, 2004). Within the field of law enforcement, cultural resistance to change has been identified as a common variable in policy development. According to Lingamnen (1979), “Police organizations, and the individuals which make up those organizations, have tended to resist substantive changes recommended from both within and outside their ranks” (p. 2). Due to the complexity of police work, including the scale of tools, weapons, and authority utilized by officers in the performance of their duties, officer resistance to changes in policy and practice typically has resulted in complexity in policy development.

In a 2014 report, the IACP communicated that policies associated with policing exist to reinforce training and to establish an operational baseline to guide officers and other personnel in proper procedures (IACP, 2014b). Police executives have struggled to establish an operational baseline for the BWC. Policies on the use of the device by police departments vary greatly due to the general discretion of each department in creation and implementation. The complexity of the technology, merged with the consideration of constitutional protections, has added to the irregularity of policy and practice. As such, some involve more detailed protocols for use than others (Bakardjieiev, 2015). The inconsistency of policy among agencies can be primarily attributed to the infancy of the BWC in service and to the specific needs of the individual organization and the community served. The costs related to the implementation of the technology have
 prevented many agencies from fully adopting the BWC, resulting in limited or partial implementation of the practice in daily police operations.

In a 1992 report, the IACP National Policy Center identified policy objectives for the use of in-car video cameras to assist law enforcement agencies in advancing the efficacy of the policies. The report suggested two principle objectives: (a) accurate documentation of events, actions, conditions, and statements made during arrests and critical incidents in order to enhance officer reports, collection of evidence, and testimony in court; and (b) enhancement of the agency’s ability to review probable cause for arrest, arrest procedures, officer and suspect interaction, and evidence for investigative purposes, as well as for officer evaluation and training. Although a clear application of these objectives appears to be plausible for consideration of BWC policy, the contemporary challenges faced by modern police agencies to maintain and to promote community relationships have prevented a simple translation of the principles.

On September 11, 2013, the Police Executive Research Forum (PERF) held a conference on the BWC technology, noting that few balanced discussions of the benefits and problems associated with the technology, and even fewer discussions of the empirical evidence supporting or refuting those claims, were present to guide policy and practice (White, 2014). Efforts on the part of law enforcement professionals to work collectively with outside agencies, community stakeholders, and citizen groups are evident, as numerous organizations have communicated their stance on the technology and ongoing policy development. The IACP has noted that creating and enforcing agency policies governing the deployment and use of technology; protecting the civil rights and civil liberties of individuals; and the privacy protections afforded to the data collected, stored,
and used are essential to ensure effective and sustainable implementation and to maintain community trust (IACP, 2014c). The IACP also has responded to agency need in policy improvement through the development of a model policy to serve as a guide in the ongoing establishment of agency policy nationwide (IACP, 2014a).

State and federal efforts to advance policy development have included numerous multidisciplinary efforts. The Department of Justice announced a $20 million BWC Pilot Partnership Program in 2015 as part of President Obama’s proposal to invest $75 million over three years to purchase 50,000 BWCs for law enforcement agencies. The investment included $17 million in competitive grants for the purchase of BWCs, $2 million for training and technical assistance, and $1 million for the development of evaluation tools to study best practices (Department of Justice, 2015).

State efforts to advance BWC policy have been noted at the legislative level, as observed in Colorado’s 2015 issue of a bill establishing a study group to examine policies and best practices on the use of the BWC by law enforcement agencies, as well as recommending enforcement mechanisms for the public when a policy is not followed (State of Colorado, 2015). Numerous states have responded to requests from agencies considering the BWC, sharing information on effective policy measures discovered during pilot programs and initial BWC implementation.

Agencies participating in the development and implementation of BWC policy face unique challenges in adhering to cultural resistance, both internal and external of their departments. Such adherence is necessary to ensure adequate consideration of both the officer and citizen concerns. The issues have resulted in numerous policy translations associated with the technology. The Los Angeles Police Department’s BWC policy
prevents the release of footage to the public unless required through a criminal or civil court proceeding, while the Seattle and the Las Vegas Police Departments regularly post collected footage to the public; the Seattle Police Department has posted some body cam footage to a dedicated YouTube channel (Lochhead, 2015). The concept of the BWC has gained interest on both a state and federal level. Numerous resources exist in assisting law enforcement departments with ongoing efforts to establish effective policy for the use of the BWC in police operations.
CHAPTER III

RESEARCH METHODOLOGY

This chapter provides a description of the methods used during the course of the study. It begins with a description of the research design, interpretive framework, and approach to inquiry that was utilized as a foundation of the methodology. The study’s sample is discussed in detail, including subject recruitment and procedures for obtaining consent. Finally, the data collection, recording, and analysis procedures are delineated.

This study responded to the following research questions:

1. What are the officer and citizen perspectives of the primary mission of the body-worn camera?
2. What are the officer and citizen perceptions of discretionary practices for use of the body-worn camera?
3. What are the greatest areas of impact to officer performance and police operations as communicated by officers who have worn the body camera in association with their assigned duties?
4. What are the greatest areas of impact to officer and citizen interaction as communicated by citizens residing in a community policed by officers wearing the body-worn camera?

Research Design

This study employed a qualitative research design. According to Creswell (2014), a qualitative approach is necessary when the emphasis is to describe that which is occurring with the phenomenon under study, rather than explaining the reason it is happening. Creswell also posited that a qualitative methodology is best utilized when a
topic is explored because the phenomenon under study is difficult to identify and theories have not been fully developed. Finally, Creswell (2014) stated that qualitative research is warranted when a detailed view of the topic is lacking in research. The infancy of the BWC use within the field, merged with the observed need for exploration into identified research findings involving its use, provided substantial rationale for the selection of a qualitative approach to this research effort. The selection also was appropriate due to a lack of in-depth assessment of operator and citizen perspective present in the literature reviewed.

**Interpretive Framework**

The interpretive framework for this study was guided by social constructionism. According to Patton (2015), social constructionism asserts that a situation is defined interpersonally and inter-subjectively by those interacting in a network of relationships. The primary assumptions of the social constructionist perspective are: (a) meanings are created through dialogue and consensus and are context-relative; (b) interactions between individuals are joint accomplishments; and (c) contexts affect one’s interactions with others (Barker, Barker-Ruchti, & Puhse, 2013). This framework is appropriate for policy development associated with the BWC; it is established through elements such as interaction, dialogue, and context, which are fundamental to police officer duties and to the ultimate application of the BWC to the police jurisdiction. The assumptions associated with the social constructionist perspective were applied to the development of the research questions posited in this study in order to provide a platform for consideration of topics directly related to officer and citizen dialogue, consensus, and interaction.
Approach to Inquiry

This study utilized a phenomenological approach to inquiry, which is described as an approach derived from philosophy and psychology, in which the researcher explores and describes the lived experiences of individuals regarding a phenomenon detailed by participants (Moustakas, 1994). Creswell (2014) expanded on this description, noting that phenomenology is a method that involves study of a small number of subjects and prolonged engagement extensively to discern patterns and relationships of meaning. This study was conceptualized in the tradition described by Moustakas (1994) and Creswell (2014), with the attempt to describe the lived experiences and perceived meaning of police officers and citizens directly impacted by the BWC, rather than to build theory.

The unique nature of both the officer and the citizen perspective as it applies to their interaction, merged with the influences presented through the introduction of controversial technology such as the BWC, presents a subjective, dynamic, and unique phenomenon. Phenomenologists ask the question: “What is the essence of experience of this phenomenon for those who experience it?” (Patton, 2015). Phenomenology seeks to expose the implicit structure and meaning of such experiences. It is the search for the “essence of things” that cannot be revealed by ordinary observation (Moustakas, 1994; Sanders, 1982).

The application of phenomenology within this research was employed to capture the essence of the individual officer and citizen experience and interpretation. The exclusive and often misunderstood perception that is held by both the officer and the citizen in regard to their interaction provides a justification of the application of this approach to inquiry.
The nature of the police work requires the interpretation of an individual officer, who is continuously impacted by ever changing influences, such as human behavior. Officers also operate within a unique professional culture that generally is a foreign concept to those not directly associated with law enforcement. The individuality of the officer’s view presents the need for the collection of direct perspective that is as free from bias as possible. Likewise, the citizen perspective of officer contact is equally personal, as the individual behavior and history of each citizen has the potential to impact their consideration of and response to officer contact.

The selected phenomenological research methodology followed the general process of Epoche, bracketing, imaginative variation, and synthesis of meanings and essences. Sanders (1982) advised that the primary goal of phenomenological research processes is to “get straight to the pure and unencumbered vision of what an experience essentially is” (p. 354). This study used Epoche to encourage more of a focus on intentional experiences, and less of a focus on objects of natural interest (Sokolowski, 2000). Hein and Austin (2001) characterized Epoche process as a return to a “natural attitude” (p. 7) where researchers take the world for what it is in relation to perceived reality. The concept of Epoche was also characterized as a process where researchers “set aside our prejudgments, biases, and preconceived ideas about things” (Moustakas, 1994, p. 73).

This research approach also applied bracketing. Sokolowski (2000) described bracketing as a process in which the researcher suspends their beliefs, bracketing the world and all the things in the world. Beech (1999) advised that phenomenological bracketing represents the ability to set aside identified notions of truth and reality, which
allows a researcher to refrain from immediately evaluating the accuracy of participant responses. For this research study, the use of bracketing allowed the researcher to focus on certain perspectives, as applicable, but also allowed for the isolation of other perspectives that, while still in existence, are put out of the evaluative process (Sanders, 1982).

The process of imaginative variation was also applied to this research. Imaginative variation seeks, “possible meanings through the utilization of imagination, varying the frames of reference, employing polarities and reversals, and approaching the phenomenon from divergent perspectives, different positions, roles, or functions” (Moustakas, 1994, p. 87). Husserl (1977) communicated that, through the activity of imaginative variation, researchers could be free to develop alternate positions and perceptions of phenomena to see the true essence of the world.

In developing and synthesizing themes and structures after data collection, the research study focused on the development of information clusters or units of meaning as an important means of determining the presence and significance of themes and concepts present in phenomenological data processing (Groenewald, 2004). According to Hein and Austin (2001), such units of meaning are often used in the phenomenological synthesis of themes, where statements relevant to participant experiences with the phenomenon are recorded and grouped to identify common themes and concepts to deeply communicate the shared experiences of the participants.

**Sample**

In order to capture both the police officer and citizen perspective of the policy and practice associated with the BWC, a community was selected that has experienced the
full implementation of the BWC within the respective police agency. The agency, located in southern Colorado, was further selected based on its integration of the device into its policing practice for a period of one year. A sample of officers was drawn from the community police department and from citizens residing in that agency jurisdiction. Collected police officer and citizen perspectives from within the community provided a platform for participant experience of the consideration, piloting, and full implementation of the BWC into police operations and, thus, police-citizen interactions. The following sections provide detailed descriptions of each sample, as well as sampling strategies implemented for each.

This study applied purposeful and random sampling strategies to establish the officer and citizen samples utilized. Purposeful sampling involves identifying and selecting individuals or groups of individuals that are especially knowledgeable about or experienced with a phenomenon of interest (Creswell & Plano Clark, 2011). The advantage of purposeful sampling is the researcher’s ability to identify participants who are likely to provide detailed and relevant data to the research question (Oliver, 2006). In addition to knowledge and experience, Bernard (2002) communicated the importance of availability and willingness to participate, and the ability to communicate experiences and opinions in an articulate, expressive, and reflective manner. Purposeful sampling was utilized to select a law enforcement agency for participation, after which a random sampling strategy was applied at the agency level to establish a specific sample from the department. Random sampling is used to ensure the generalizability of findings by minimizing the potential for bias in selection and to control for the potential influence of known and unknown confounders (Bernard, 2002).
A purposeful sampling strategy also was utilized to select citizens who resided within the jurisdiction of the police department. The application of purposeful sampling to this study allowed for the collection of data within an agency at a specific point in policy development and implementation, and within a specific jurisdictional area to allow for collection of the perspective of a specific citizen group. Patton (2015) explained that the logic and power of purposeful sampling rests in selecting information-rich cases for in-depth study that can yield insights and understanding rather than empirical generalizations. Patton (2015) added that the goal of a purposeful sample is to focus case selection strategically in alignment with the inquiry’s purpose, primary questions, and data to be collected. Purposeful sampling augmented the depth of this research by allowing for the consideration of critical points in the policy development and implementation of the BWC.

The principal disadvantage of purposeful sampling rests with the subjectivity of the researcher's decision making. Oliver (2006) referenced this as a source of potential bias and a significant threat to the validity of the research conclusions. Oliver (2006) suggested that these effects may be reduced by ensuring an internal consistency between the goals and epistemological basis of the research and the criteria used for selecting the purposeful sample. The current study avoided this bias through application of a specific sampling process designed to both advance research validity and minimize bias.

**Research Site**

The research site targeted for development of both the police officer and the citizen sample is a city located in the southern Colorado area. In 2015, the U.S. Census Bureau reported a population estimate within the site of 163,591 residents in 2015. The
2015 Census further reported the racial composition as 52.6% White, 42.7% Hispanic, and 2.5% Black or African American, with 50.6% of the population being female. The reported population demographic within the research site reflected that 87.8% of citizens over the age of 25 are educated at a high school level or higher and earn a median household income of $41,974.

The police department present within the research site reported that the area crime rate was near double the national average in 2015 in both violent and property crimes (for cities between 100,000 and 250,000 people). The agency’s 2015 report further conveyed 122,031 police related calls, with 3,942 resulting in arrest. The reported statistics suggest a significant level of police-citizen interaction within the city.

**Police Department**

The police department utilized for this analysis began to consider the implementation of the BWC in 2013. Their contemplation was prompted by the agency’s interest in advancing capabilities in acquisition of evidence and officer training through collected video footage and through the interest expressed by community organizations such as the local Human Relations Commission. Leaders from the police department began their evaluation by examining products from three vendors. The agency then selected four officers from the department’s cadre to pilot the various cameras, completing a 30-day evaluation of the product models and beginning the process of developing policy associated with the department’s use of the BWC. In an interview with agency leadership, the department Deputy Chief explained:

> We tried to get input from as wide a selection of agencies and people as we could.

> We had the community involved through coordinated forums where we asked for
input in terms of policy issues. We looked at recommended policy put out by the International Association of Chiefs of Police. We also included some of our in-car camera policy that we already had in use, and came up with the policy that we have today. As time goes on there will be modifications. (Personal Communication, 2016)

The chief further noted that the department contracts with Lexipol, an organization that provides policy recommendations to law enforcement agencies based on federal and state statutes, case law, regulations, and best practices. The policy for BWC use was fully implemented at the department in January 2015. The initial implementation at the agency involved over 80 patrol officers, expanding eight months later to include the agency’s patrol supervisors, school resource officers, and code enforcement officers. The department employed approximately 200 sworn peace officers. Agency leadership conveyed that officers created 53,746 videos in 2015 (Personal Communication, 2016).

The utilization of a random sample of officers from the department established the opportunity to gain the perspective of those who have fully participated in the process of agency development and implementation of policy, to include use of the BWC during normal duty. Following agency approval of the research request, representatives from the agency invited a random selection of officers employed within their departments to be a part of this study. From those responding, 15 from the department communicated their willingness to participate in the research protocol, which involved semi-structured interviews with each officer. All interviews were completed on site at each officer’s duty station. Full disclosure of the research agenda and signed consent were achieved with
each participant prior to the interview, which were recorded and transcribed using alternate identification codes to ensure confidentiality.

Sampling and data collection were completed for department officers following IRB approval for this effort (Appendix A). The sample, detailed in Table 1, included 15 police officers employed at the agency who have worn the BWC during each day of normal duty subsequent to implementation of the device. Although the agency was selected purposely, a random sample of officers was drawn to ensure diversity in officer assignment. A level of consistency was recognized in officer responses during the interview process, which this researcher recognized as saturation. Saturation is reached when the researcher recognizes that adequate and quality data have been collected to support the study (Walker, 2012), and when further coding is no longer feasible (Guest, Bunce, & Johnson, 2006).

Of the participants included in the officer sample ($N = 15$), all communicated direct involvement with incidents involving the use-of-force and reported response to domestic violence incidents. All officers interviewed reported employment within the agency associated with this research for the preceding year, during which time the BWC was in full operational use by officers assigned within the agency. Of the officers included in the sample, all maintained employment within the agency prior to the implementation of the BWC, with the exception of one individual employed for approximately one year.
Table 1

**Participant Description - Police Department**

<table>
<thead>
<tr>
<th>Participant</th>
<th>Agency assignment</th>
<th>Years of service</th>
<th>Gender</th>
<th>Education</th>
<th>Race</th>
<th>Age</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Patrol</td>
<td>23</td>
<td>F</td>
<td>Bachelors</td>
<td>White</td>
<td>46</td>
</tr>
<tr>
<td>2</td>
<td>Patrol</td>
<td>23</td>
<td>M</td>
<td>Bachelors</td>
<td>White</td>
<td>58</td>
</tr>
<tr>
<td>3</td>
<td>Patrol</td>
<td>13</td>
<td>M</td>
<td>Bachelors</td>
<td>White</td>
<td>45</td>
</tr>
<tr>
<td>4</td>
<td>Patrol</td>
<td>16</td>
<td>F</td>
<td>Bachelors</td>
<td>Hispanic</td>
<td>53</td>
</tr>
<tr>
<td>5</td>
<td>Patrol</td>
<td>1</td>
<td>M</td>
<td>High School</td>
<td>White</td>
<td>29</td>
</tr>
<tr>
<td>6</td>
<td>Patrol</td>
<td>5</td>
<td>M</td>
<td>Bachelors High School</td>
<td>Hispanic</td>
<td>30</td>
</tr>
<tr>
<td>7</td>
<td>Patrol</td>
<td>19</td>
<td>M</td>
<td>High School</td>
<td>White</td>
<td>46</td>
</tr>
<tr>
<td>8</td>
<td>Patrol</td>
<td>20</td>
<td>M</td>
<td>School</td>
<td>White</td>
<td>47</td>
</tr>
<tr>
<td>9</td>
<td>Patrol Patrol</td>
<td>12</td>
<td>M</td>
<td>Bachelors High School</td>
<td>Hispanic</td>
<td>41</td>
</tr>
<tr>
<td>10</td>
<td>Corporal/SWAT</td>
<td>20</td>
<td>M</td>
<td>School</td>
<td>White</td>
<td>43</td>
</tr>
<tr>
<td>11</td>
<td>Patrol</td>
<td>8</td>
<td>F</td>
<td>Bachelors</td>
<td>White</td>
<td>33</td>
</tr>
<tr>
<td>12</td>
<td>Patrol School</td>
<td>5</td>
<td>F</td>
<td>Masters High School</td>
<td>White</td>
<td>32</td>
</tr>
<tr>
<td>13</td>
<td>Resource</td>
<td>26</td>
<td>M</td>
<td>School</td>
<td>White</td>
<td>48</td>
</tr>
<tr>
<td>14</td>
<td>Patrol Corporal</td>
<td>16</td>
<td>M</td>
<td>Associates</td>
<td>White</td>
<td>58</td>
</tr>
<tr>
<td>15</td>
<td>Patrol</td>
<td>9</td>
<td>M</td>
<td>Bachelors</td>
<td>White</td>
<td>38</td>
</tr>
</tbody>
</table>

**Citizens**

The sample of citizens was drawn from those residing within the city limits of the research site, which represents the jurisdiction of the police department utilized for this analysis. A purposeful sampling strategy was incorporated to allow for selection of citizens who are policed by an agency that has fully implemented the BWC to agency policy. This sample was collected through the recruitment of research participants in the local newspaper and through social media outlets. Potential participants were directed to respond to the primary researcher via email, communicating their interest in being a part of the study. A basic summary of the research agenda, including a questionnaire of
requested demographic information, was then conveyed to potential participants via email, including a request for communication of their willingness to participate, to be returned directly to the primary researcher. From those individuals who communicated their willingness to participate, a sample was established utilizing the communicated demographic information provided. To establish a sample that reflected the reported citizen demographic, purposeful sampling was applied in consideration of demographic elements reported for the research site, such as race, level of education, and contact with the police. Table 2 presents a comparison of the reported citizen demographic to the selected citizen sample.

Table 2

Sample Demographic

<table>
<thead>
<tr>
<th></th>
<th>Census</th>
<th>Sample</th>
</tr>
</thead>
<tbody>
<tr>
<td>52.6% White</td>
<td>55% White</td>
<td>(N = 11)</td>
</tr>
<tr>
<td>42.7% Hispanic</td>
<td>40% Hispanic</td>
<td>(N = 8)</td>
</tr>
<tr>
<td>2.5% Black</td>
<td>5% Black</td>
<td>(N = 1)</td>
</tr>
<tr>
<td>50.6% Female</td>
<td>55% Female</td>
<td>(N = 11)</td>
</tr>
<tr>
<td>87.8% Educated @ high school+</td>
<td>90% Educated @ high school+</td>
<td>(N = 18)</td>
</tr>
</tbody>
</table>

This process was used to ensure establishment of a sample that reflected the collective demographic of the jurisdictional area. Twenty citizens were selected and contacted for coordination of semi-structured interviews. Saturation was recognized by the researcher following completion of the final interview. Table 3 presents information regarding citizen participant description.

Of the citizens included in the sample (N = 20), 60% (12) of the overall sample reported having a negative experience with the police during their lifetime. Forty percent
(8) of the overall sample reported maintaining an overall negative perception of the police. Three participants reported direct involvement in a domestic violence incident during their lifetime. All citizen sample participants reported direct involvement with the agency associated with this research during the preceding year.

Table 3

Participant Description - Citizens

<table>
<thead>
<tr>
<th>Participant</th>
<th>Gender</th>
<th>Education Level</th>
<th>Race</th>
<th>Age</th>
<th>Years as resident</th>
<th>Number of Contacts in 2015-2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>F</td>
<td>High school</td>
<td>White</td>
<td>40-49</td>
<td>1-5</td>
<td>1-5</td>
</tr>
<tr>
<td>2</td>
<td>M</td>
<td>Some college</td>
<td>Hispanic</td>
<td>40-49</td>
<td>1-5</td>
<td>1-5</td>
</tr>
<tr>
<td>3</td>
<td>F</td>
<td>Some college</td>
<td>Hispanic</td>
<td>40-49</td>
<td>1-5</td>
<td>1-5</td>
</tr>
<tr>
<td>4</td>
<td>F</td>
<td>High school</td>
<td>Hispanic</td>
<td>30-39</td>
<td>15+</td>
<td>1-5</td>
</tr>
<tr>
<td>5</td>
<td>M</td>
<td>Associates</td>
<td>White</td>
<td>40-49</td>
<td>1-5</td>
<td>1-5</td>
</tr>
<tr>
<td>6</td>
<td>F</td>
<td>High school</td>
<td>White</td>
<td>20-29</td>
<td>5-10</td>
<td>1-5</td>
</tr>
<tr>
<td>7</td>
<td>M</td>
<td>Some college</td>
<td>Hispanic</td>
<td>60+</td>
<td>15+</td>
<td>5-10</td>
</tr>
<tr>
<td>8</td>
<td>F</td>
<td>Some college</td>
<td>White</td>
<td>40-49</td>
<td>1-5</td>
<td>1-5</td>
</tr>
<tr>
<td>9</td>
<td>M</td>
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Interview Instrument and Protocol

The interview instrument utilized for this study included questions developed to explore both police officer and citizen perspectives involving policy and practice associated with the BWC. With mindfulness of the Institutional Analysis and Development (IAD) framework, questions allowed for exploration of contextual considerations of each participant’s involvement with the BWC, as well as the action arena and the patterns of interaction displayed by each. Question development also included mindfulness of deference exchange in the interactions of police and citizens.

The instrument utilized for police officer interviews consisted of both demographic and open-ended questions developed to allow participants to openly communicate their experiences and perspectives in use of the BWC during normal duty (Appendix B). Inclusion of demographic information was completed by officers to provide insight into specific sample characteristics such as officer assignment and years of service. The instrument utilized for citizen interviews, modeling that of the police officer instrument, consisted of open-ended questions developed to allow for open communication of participants (Appendix C). Due to collection of demographic information during purposeful sampling of citizens, further demographic information was not collected.

The data collection protocol was completed following IRB review and approval and included direct interviews between the primary researcher and officer and citizen participants. All interviews were completed in person with the primary researcher and scheduled for approximately one hour. Full disclosure of the research agenda and signed consent were completed with each participant prior to the interview. All interview
statements were recorded and transcribed using alternate identification codes to ensure confidentiality, which also was applied to all citizen interview statements collected. All data collected in association with this research were maintained and analyzed by the primary researcher.

**Data Analysis Strategy**

The participants provided rich descriptions of their perceptions of and experiences associated with the utilization of the BWC in police operations and in citizen contact within a police agency implementing the technology, including the contexts and what the experiences meant to them. All collected data were analyzed using NVivo 11 software, which allowed for advanced efficiency through data management and for increased focus on data context and meaning (Bazeley & Jackson, 2011). NVivo 11 is software that supports qualitative and mixed methods research. It is designed to help organize, analyze and find insights in unstructured, or qualitative data like: interviews, open-ended survey responses, articles, social media, and web content. Interview transcripts were uploaded to the software program, allowing for establishment of specific data review platforms associated with the officer and citizen interviews. NVivo also allowed for the establishment of individual interviews as cases, allowing for the attachment of attributes throughout transcript review to further provide comparison and filtering.

Data analysis was completed in four cycles. During the first cycle, collected data were analyzed through axial coding into categories to be retrieved for focused analysis. Axial coding is defined as a process of reassembling or disaggregating data in a way that draws attention to the relationships between and within categories (Wicks, 2010). The application of axial coding to data analysis began with a re-read of interview transcripts
for the purpose of establishing categories of data that most accurately represented
interview responses at the officer and citizen levels specifically. The separate categories
of data were then reviewed to further explore their notable relationships. The general
approach in coding the data followed the recommendation by Creswell (2014). This study
also incorporated specific elements recommended by Miles, Huberman, and Saldaña
(2014). Miles et al. suggested a two-stage coding process that included pattern coding
within the first stage. Pattern coding included careful reading and reflection of material to
filter out groups of associated data. This was completed in an effort to provide focus and
labelling of the larger amount of data initially collected.

During the second cycle of analysis, a holistic-inductive design paradigm was
utilized. Creswell (2014) described the features of this approach as a process that allows
for themes to be built from the increasing consideration of data and involves the reporting
of multiple perspectives to identify the many factors in a situation. Following directives
defined by Creswell (2014), careful completion, organization, and preparation of data
was accomplished subsequent to completion of axial coding, followed by an initial
review of all material to gain a general sense of the information within categories. This
accorded further focus and study of the data, allowing for the development of refined
themes. The transition that occurred between the initial pattern coding of stage one and
the follow-up heuristic coding process of step two allowed for a level of basic data
organization followed by a more in-depth consideration of patterns for the purpose of
discovering themes. Review of identified groups of coded data was completed during this
stage of analysis, resulting in the determination of primary themes and constructs. The
primary themes and constructs presented thorough response to the research questions posited.

Following completion of the coding process, synthesis and reduction were utilized as the final step in the phenomenological analysis. Moustakas (1994) indicated that the objective of a phenomenological analysis is to reduce the textural and structural meanings of the lived experiences into a concise description representing those of all participants in the study. In order to do this, the researcher must provide the texture that bring the fullness and richness of the experience to the reader, allowing one to go beyond emotion or a mere feeling about the topic, and find in oneself the physicality evoked by the words (Gendlin, 2004). The researcher must also provide a structure that “thematizes,” expressing the boundaries of the phenomenon with other experiences and contexts in generalities to reveal what it essentially appears to be (Todres, 2007).

Following the establishment of primary themes, imaginative variation was applied for the purpose of developing expanded application of the themes as they related to the IAD framework. A synthesis of the descriptions provided by the participants’ experiences into a depiction of the phenomenon was the final step of phenomenological analysis. Moustakas (1994) described this step, suggesting that the textural-structural synthesis represents the essences at a particular time and place from the vantage point of an individual researcher following an exhaustive imaginative and reflective study of the phenomenon. The data and identified themes were considered through application to the theory of deference exchange, providing a final layer of analysis.

Bracketing was continuously applied throughout the research process to consciously separate the knowledge, professional experience, and intuition of the primary
researcher from the analysis. This process prevented any additional external influence that may have been introduced by unrelated interference. Denzin (1989) recommended a five-step approach, which was employed during data analysis. The steps included:

1. Identification of key phrases and statements communicated by participants that related directly to the phenomenon in question;
2. Interpretation of the meanings of these phrases, as an informed reader;
3. Further exploration of the subject’s interpretation of the phrases, when possible;
4. Inspection of the meanings for that which they reveal about the essential, recurring features of the phenomenon being studied; and
5. Establishment of a tentative statement, or definition, of the phenomenon in terms of the essential recurring features identified.

Throughout the data analysis process, this researcher maintained a posture of epoche, recognizing the potential for personal involvement or opinion so as to prevent any influence of such on the ongoing exploration of data.

The positionality of the primary researcher of this study was recognized as a significant factor in the completion of the data analysis due to previous professional law enforcement experience, and was thus purposefully considered in the data analysis process. The researchers past experiences were consciously suspended to allow for the authentic participant statement to be recorded during data collection. During the bracketing process, the professional consciousness and experience of the researcher were synthesized with collected data to allow for interpretive conclusions to be established. Figure 2 presents the process of analysis employed.
Consciousness of bias was present in the completion of this project, as the researcher has worked in the field of law enforcement for approximately 15 years, both as a peace officer and as a supervisor. In consideration of the potential impact of research bias, numerous validation strategies were utilized to create the highest degree of credibility with the qualitative data explored and the analysis completed. Triangulation was principal to this process, which was referred to by Lincoln and Guba (1985) as the comparison of results from different sources, or the gathering of data from different sources to validate findings. Within this study, triangulation was accomplished through the use of multiple data sources including agency reports and operational policy, the use of thick descriptions, member checking of all completed interviews, and presentation of findings to external reviewers for content consideration. Crucial to these efforts was the
use of member checking and thick descriptions. According to Maxwell (2005), member checking or respondents' feedback is the single most important means of ruling out the possibility of misinterpretation of the meaning of their statements and their perspective on that which is occurring. Creswell (2014) emphasized the importance of thick descriptions in presenting qualitative research, noting that the participants' narratives present details of the context, emotion, voices, feelings, actions, and interactions in as vivid a manner as possible. The application of these triangulation strategies was key in presenting the most valid perspectives of participating police officers and citizens. Active steps were taken to minimize issues of internal validity in officer and citizen interviews, including the following: (a) all interview participants were briefed on confidentiality through the use of de-identification and (b) participants were briefed of their choice to terminate participation at any point in the interview.
CHAPTER IV

FINDINGS

Data collected through the interview process were analyzed through coding data into categories. Codes established during the analysis process included those associated with a simplistic comparison of officer and citizen perspective, followed by more advanced attributes which responded to the research questions posited. The conditions and context of the coded data were then considered in order to establish themes. The process resulted in the identification of three primary themes based on the collective responses of officers and citizens:

1. Impact of the BWC on police and community relationships
2. Discretionary use of the BWC
3. Impact of the BWC on daily police operations

The themes established were based on the analysis of the collective responses of both the officers and citizens interviewed as they apply to the following research questions:

1. What are the officer and citizen perspectives of the primary mission of the body-worn camera?
2. What are the officer and citizen perceptions of discretionary practices for use of the body-worn camera?
3. What are the greatest areas of impact to officer performance and police operations as communicated by officers who have worn the body camera in association with their assigned duties?
4. What are the greatest areas of impact to officer and citizen interaction as communicated by citizens residing in a community policed by officers wearing the body-worn camera?

The following sections provides detailed interview responses and considerations made toward the establishment of each of the primary themes.

**Impact of the BWC on Police and Citizen Relationships**

The impact of the BWC on the relationship between police officers and the community was noted as significant by both the police and citizens. Primary topics gleaned from participant statements included the mission of the BWC, citizen perceptions of the police, impact to citizen complaints on officers, and impact to the police use of force.

**Mission of the BWC**

The officers and citizens were asked to communicate their perspective of the mission of the BWC. Responses provided insight into the perceptions of the posture held by the officer and the citizen in regard to the policy associated with the BWC.

**Officer response.** Officer comments concerning the mission of the BWC reflected a perspective of agency transparency in regard to the overall mission. Officers communicated that the technology, although adding significantly to evidence collection, was more focused on the advancement of the public’s perception of the police.

In a statement regarding officer perception of the mission, one officer stated, “The primary mission. Honestly, I think it was born out of transparency. As we go on, there is so many benefits to it that we are seeing, but right now it is geared toward transparency.”
Officer statements generally indicated an acceptance of this mission, commonly communicating their recognition of a lack of citizen trust of the police. One officer specifically noted:

> We don’t want our job to become a television show, or to be that open of a book. But to that I simply say look around. Go back to Rodney King. Go back to OJ Simpson, and the impact of those cases. We are no longer the knights in shining armor. Not everything that comes out of our mouths is going to be the gospel to everybody that hears it. Those days are long gone. So from an accountability standpoint, these cameras add to that. I think if cops just go in and attack work like they would normally do it, try to not so much think about the camera but think about the service that they are providing, the jobs that they are being highly compensated to do, ignoring the rest of the noise…then the camera would not even be a significant factor.

The statements provided insight into their perceptions of the mission of the BWC as being a tool of transparency, with a fundamental effort of building trust with citizens.

**Citizen response.** Citizen statements generally presented the BWC mission as ensuring police officer accountability. In detailing this position, one citizen noted, “I think it is to make sure that procedures are followed correctly, that the police are not overstepping.” This perception was shared by the majority of citizens interviewed.

Participants also noted that the presence of the camera provides an additional witness to the incident that is unaffected by influences that may impact both the officer and the citizen. When asked to expand on this, one participant communicated:

> For me it’s like there is someone else there who is not on their side and not on my side, but just watching. Having that in place just makes me feel like we all have something to fall back on if we need it.

The statements reflected the citizens’ position that the BWC mission is primarily based on accountability of officer actions, with a fundamental purpose of providing unaffected incident detail.
Citizen Perceptions of Police

Interviews with participants included discussions of the perception held by citizens toward police and the impact of the BWC on that perception. The communicated officer and citizen perspectives provided insight into predispositions held by both groups, referenced by participants as significant to officer and citizen interaction.

Officer response. Officers commonly made reference to their perspectives of the citizen’s perception of police, with a common posture of citizen distrust. Many referred to high profile events, such as the officer shooting in Ferguson, Missouri, as a catalyst to the development of the contemporary opinion of citizens regarding law enforcement. Participants noted a lack of trust citizens held relative to use of the BWC. As such, one officer remarked, “I think nationally with the shootings that have occurred, the BWC is viewed as a tool against cops rather than a tool for enforcement of the law.” Another officer added:

Ultimately we wear the badge as a symbol of public trust. The majority of people believe that they can trust us. But there are those that don’t. But even still, my job requires me to reform. I am reforming to what the citizens expect from us. And you can’t blame them based on what has happened.

Officer statements conveyed an expectation for citizen lack of trust, with a general understanding for the citizen posture.

The interviewees further communicated their perspectives of the importance of maintaining a positive relationship with the public and the significant impact of a negative relationship on their work. Interviews reflected a posture of understanding for the citizen perspective given contemporary circumstances, but they also illustrated the officers’ disdain for the judgment received. They noted the steps that are taken in
becoming a law enforcement officer and the loyalty often displayed by officers despite the dangerous nature of the career. One individual explained:

I went through a long application process to get here. Written, physical agility, reporting testing. I had oral board interviews. I had to pass a background and psychological test. Lie detector tests. Up until this year, I had never had so much as a parking ticket in 43 years. The public does not see all that.

Perspectives also were disclosed concerning a radical shift in citizen perceptions of law enforcement personnel, as observed in challenges to officer choices and actions. The officers commonly attributed this as due to a lack of understanding of the complexity of police work. One participant stated:

I have been a police officer for 23 years. For 22 of them, I didn’t have this body camera. If I had to go to court, people took my word and believed what I said. Now it feels like if it is not on camera then the public doesn’t believe you. But there are so many things that they do not understand or see on the video.

Although the officers did not convey a position of resentment, the officers communicated an awareness for the lack of faith that the citizens held for the police.

**Citizen response.** Citizen responses generally suggested a negative perception of the police. The perceptions were based primarily upon personal experiences rather than on citizen consciousness of incidents reported by the media. Numerous individuals indicated that they had originally held a positive perception of the police but were significantly influenced by that which they perceived as a negative contact with law enforcement officers during some point in their lives. One participant stated: “I thought they were the good guys until I met one of the bad guys.” When asked to expand upon the change in perceptions of the police over time, one citizen communicated:

As a kid they were kind of background. I knew they kept us safe and to call 911 if something was happening. I just saw them as an authority figure. Then the first time that I had to call them for help and they were there was a bad situation overall. When that happened I tried to tell them my side of the story, and they really didn't get it. So I felt a little betrayed by that.
Citizens who reported having had a negative experience with the police commonly communicated that a negative expectation with police officers is ongoing. An example of this perspective was offered by one participant who stated, “I have had contact with cops that were great. Really great. But when you meet up with a bad one, it changes everything.” Citizens were asked whether the presence of the BWC would impact their current perception of the police. Those who reported a bad experience communicated that nothing would alter the negative perception they currently held.

Citizen statements confirmed the lack of trust perceived by the officers interviewed. However, their perspective was based more on personal experiences rather than those based upon incidents occurring within the general society. The citizen perception of the police overall, as communicated by the officers and citizens, provided a level of understanding of notable variables that impact the interaction that occurs between the two groups. While the officers communicated a common opinion that citizens hold a general level of distrust due to high profile incidents, the citizens noted a more specific interpretation of trust based upon individual experiences.

**Impact to Citizen Complaints on Officers**

Participants were questioned about their perceptions of the impact of the BWC on citizen complaints concerning police officer actions. Officers shared a common position of appreciation for the perceived impact that the BWC had on the propensity of citizen complaints and complaint resolution. In contrast, citizens reported a shared lack of consciousness of the BWC during police contact.

**Officer response.** Officers conveyed that the BWC has resulted in a substantial reduction in the number of complaints received within the department concerning officer
misconduct. They expanded on this by adding that the device served to validate officer conduct on those complaints received by the department. One comment was as follows:

Typically when someone comes in and makes a complaint, we get investigated. Now our sergeant can check the video, and it ends. The piece of mind that it gives me is so big. Now we really have a foundation to stand on.

The agency commander provided added insight, supporting officer statements in his communication:

Many times complaints are filed by citizens on officers and the investigations can be extensive. What you’re left with sometimes is the officer’s word against the citizen’s word. We can’t say this happened either way. We are just stuck. It consumes time and resources and is a huge issue. It is nice to be able to say one way or another how things occur.

The presence of the video footage provided detailed support for the decisions made by officers, allowing for grievances to be quickly resolved. The ability to review footage to resolve citizen complaints also was highly beneficial to the department overall, as it prevented doubt within the agency and the consumption of resources.

**Citizen response.** The citizens were asked to disclose their consciousness of the introduction of the BWC to police operations during the preceding year. The majority indicated that, although they had knowledge of the consideration of the BWC implementation within the police agency, they had no knowledge of whether the technology had been implemented into daily operations. The citizens were then asked to comment on their consciousness of the presence of the BWC during incidents in which they had direct involvement with the police within the last year, which included all participants within the sample. None of the citizens interviewed communicated any awareness of the presence of the BWC during their contact with the police. One citizen specifically noted, “When there are things going on you just don’t notice things like that
[BWC]. I don't know how big they are or where they wear them. I didn’t even think about that.”

Citizens were questioned on their choices to pursue a complaint against the police following any direct contact during the previous year. No citizens in the sample filed a complaint in response to the preceding year’s contact. All conveyed that the BWC would not influence their actions in seeking resolution through the formal citizen complaint process.

While officers communicated that the presence of the BWC had a significant impact on the number of complaints received, the citizens conveyed a lack of awareness of the device during contact with the police. This finding presented a distinct difference in the perceived impact of the BWC between the two groups. The findings also related to officer consideration of the mission of the BWC to transparency of officer actions, as they associated the BWC footage with exoneration from citizen complaints.

**Impact to Police Use of Force**

Officer and citizen participants were asked to comment on their perspectives of the impact of the BWC to the police officer’s use of force during daily operations. Officer statements noted the impact of the BWC on citizen behavior, while citizen statements included a greater consciousness of the nature of the incident in regard to incident use of force.

**Officer response.** The officers commonly noted that citizen awareness of the BWC had a substantial impact on behavior during incidents involving the potential for the use of force. Officers noted that they rarely disclosed the presence of the BWC, but commonly associated perceived behavior shifts during incidents with citizen awareness
of the device. One officer stated, “There have been times when people are so amped up and once they realize that they are being recorded then they really change.”

The officers also communicated that communication of the presence of the BWC had become a tool for behavior modification during incidents involving the potential for use of force. Relative to one instance in which it was effective in de-escalation of an incident, one officer noted:

He wanted to argue about it...and my office was around the corner where nobody was around. He came in and got right over the desk in my face. I told him to wait a minute, and reached over and pushed the button on the camera. I don’t think he had never seen that before. He asked me, "What are you doing?" I said..."Wait a minute...I have to record this."...and he left. He didn’t say another word. That discouraged him from saying anything else. Making any kind of threat...Any kind of future incident. So it could have been a physical confrontation and it stopped right there. He turned around and walked out.

The officers remarked that during incidents which had the potential for the use of force, they would disclose that they were recording the incident. Officer statements reflected a shared position that citizen awareness of the BWC had direct impact on the escalation of the incident and, thus, on the use of force required by the officer.

Citizen response. The perspectives of the citizens reflected an awareness of the potential danger to the officer during daily operations. Citizen statements, however, suggested that the presence of the BWC had less impact to the officer’s choice to use force than the dangerous nature of the incident. One participant commented:

They have a shoot first attitude now. I certainly understand that. The fear of the worst case scenario. Pulling someone over and being blown away. That really has happened and is our unfortunate reality. Being fearful keeps them on edge. I do not think that the BWC is stronger than that.

Participants commonly referenced the nature of the incident on the use of force displayed by the officer and the need for the officer to take necessary safety precautions. When asked to expand, one citizen conveyed:
If they are dealing with an addict, then there is nothing that is going to make that any better or any worse. They [police] have to do what they have to do in those situations just to take care of it. I don’t think a camera is going to help that or stop that.

The association of the BWC to officer use of force actions was commonly shared, as the citizens consistently indicated a lack of awareness of the presence of the BWC. Citizen statements communicated a recognition that citizens who are made aware of the BWC may be highly impacted by the consciousness of being recorded; they conveyed reservations that police had the opportunity to specifically convey the presence of the BWC during all incidents.

**Discretionary Use of the BWC**

The discretionary use of the BWC was noted by the officers and citizens as the primary point of concern in the application of the technology to police operations. Specific discretionary practices were discussed to gain insight into both the officer’s and the citizen’s perspective in regard to officer discretion in initiating BWC recording, officer discretion in terminating recording, citizen request to stop BWC recording, officer discretion in muting the audio recording, and officer and citizen access to viewing of recorded footage.

**Officers Initiating and Stopping Recording**

Police officers and citizens were presented with questions addressing the point at which the BWC recording should be initiated during daily police operations, as well as officer discretion in terminating the recording during points of use.

**Officer response.** Officers conveyed numerous options for the initiation of the BWC recording, including point of dispatch, point of arrival on scene, and point of citizen contact. The officers related benefits to each, providing insight into differences in
each response for assistance. Due to the unique nature of each call, the officer’s ability to control the point at which the BWC is initiated was deemed as critical to the application of the BWC to most police operations. When asked to elaborate on this perspective, one officer noted:

For example, when I am going to a cold burglary call, there is nobody there. I am just going to make a report. The incident happened before I arrived. I may have ten minutes of driving time, the time that it takes to get out of your car, get the fingerprint equipment that you’re going to need. It takes a lot of time to go through that process. There is a lot of travel and prep time. Does that need to be recorded? But on a man with a gun call, I am going to turn it on at the point of dispatch.

This level of discretion was considered essential to specific assignments within the agency. An example was shared by an individual serving in the position of school resource officer: “I spend the entire day at the school. So to say that the camera must record any time that we come into contact with anyone is ridiculous for my assignment because it is constant.” Other officers shared details of unique scenarios that required heightened recognition of citizen dignity and the consideration of officers present at the scene. An example was offered by one officer:

When we go to the hospital with someone who needs medical attention, we need to make the call on whether that needs to be recorded. We need to be able to control that choice as we progress through our shifts. Also, if I go to a call where there is a death, we do our initial investigation but at some point the recoding becomes disrespectful. That recording is public record. Why would we want to record the movement of the body? Things like that. And we are the ones there. We are the ones determining whether it is criminal. Right in those moments those determinations are made. How would dispatch know that...it is not practical.

Comments reflected a general concern for the allowance of officers to maintain authority in the daily decision regarding the point at which to begin the recoding of the BWC.

**Citizen response.** Citizens’ statements reflected a preference for the initiation of the BWC prior to any point of contact. The majority of citizens indicated preference for
the officer to have no discretion in initiating camera recording based on the potential for officer distraction. Citizen comments reflected a concern for distractions stemming from operations that could potentially result in a failure to initiate camera recording. Comments reflected a consciousness of interruption of the process of BWC initiation due to the quick response that officers may face. When asked to elaborate on this concern, one citizen noted:

They don't know what is going to happen, or when. So they may not have a chance to turn it on. Something may happen before they can get to the button to turn it on. To me that goes against what they are trying to accomplish by having it.

Citizens further indicated concern for officer distraction due to incident characteristics, as shared by one citizen who stated, “I really don't think that should be something that they control. Whenever they go out a weapon could be pulled. I think those cameras should really always be in a recording mode.”

Statements reflected a greater concern for lack of BWC recording due to characteristics faced by the officer during duty than concern for officer incompetence or corruption regarding officer discretion in the initiation of the BWC. Citizens communicated a fundamental interest in ensuring that the process for initiation of the camera was protected from elements of police operations that may impact the overall function of the BWC.

**Citizen Request to Stop Recording**

Participants in each sample were questioned on their perspective of citizen authority to view footage recorded by the BWC. The interviews also included exploration of officer and citizen views of optimum policy considerations concerning agency protection and dissemination of BWC recordings.
**Officer response.** Officers conveyed a general concern for citizen privacy in regard to requests made to stop BWC recording but maintained that the ability to maintain authority over the decision was critical in order to ensure necessary incident documentation. The privacy of citizens was a common concern in the consideration of using the BWC while on duty. The recording of certain points of contact with citizens could be considered a significant challenge to critical privacy issues. An example was provided by an officer who explained:

> The potential for something becoming public record is there any time we are recording. For example, if we respond and someone is getting treated for an injury and the nurse says that he has Hep C or the AIDS virus...all of a sudden that is public record now.

Concern also was expressed relative to ensuring the privacy of protected groups, such as victims and juveniles, and the issues often faced in doing so.

Comments included consciousness of the social element of the work of the police officer and the support provided by the officer provides to citizens involved in incidents:

> A lot of the conversations that I have with people are very personal. People, especially when they are victimized, are vulnerable. They need someone to talk to. We assume that role often. Sometimes that information should not be public. It shouldn’t result in them having to air their dirty laundry. It would depend on how that information needs to be protected.

Perspectives were noted on the consideration of the privacy of citizens when police are present in their residence and home environments are recorded by the BWC. One officer stated:

> Wanting to document everything thoroughly is obviously important. That being said, I think we work for the people that we serve. If we go into someone’s house and they say that they don’t want the camera on, I think we have an obligation to do so. I think it is a balance.
The perspectives included an elevated consciousness of the privacy of citizens in regard to the officer’s daily use of the BWC. Statements reflected a common conflict between the duty to collect video footage throughout the contact with citizens and the duty to recognize one’s privacy.

**Citizen response.** The majority of citizen responses demonstrated a conservative approach to the public having authority to request that the recording be stopped during incidents involving police. All citizens interviewed reported that they would not want citizens to have authority to request that the camera be shut off, with one exception. Those who reported having experienced domestic violence directly communicated interest in BWC policy reflecting citizen authority to stop the recording of statements that may be viewed by co-defendants or other individuals directly involved in the incident.

One such participant communicated:

> I think that if a person wants to speak to an officer in private then they should be able to. There are some domestic violence incidents when you don't want anyone to hear what you're saying to the police. There are times when, especially if the videos can be watched by anyone, when people should be able to have protection from that.

While citizens commonly reported caution in citizen authority regarding BWC recording, equal consideration was noted for critical incident characteristics perceived as potentially impactful to citizen safety.

**Officers Muting Audio Recording**

The ability to mute the audio recording of the BWC was discussed as a secondary feature, with the video recording being the principal function of the device. Police officers and citizens were presented with questions addressing their perspective of officer
authority to activate a mute feature on the device, allowing for ongoing video recording without sound.

**Officer response.** Officers conveyed a common perspective that the audio muting feature is of significant value to their work, specifically in regard to sidebar conversations with other officers. The audio recording of sidebar conversations was a concern for those interviewed due to the potential for the dialogue to be misconstrued in the court setting.

When asked about this concern, one officer noted:

> There are times when I need to talk to my partner to discuss what the best course of action is. There have been situations where later the defense attorney assumed that we didn’t know what we were doing. It ends up looking like we have doubt in our jobs.

Officers also pointed out the potential for the complexity of an incident to warrant private sidebar conversations. Specifically, one officer stated:

> There are times on scene where you are talking to someone and your partner is talking to someone else, when I am investigating a domestic for example. There may be three cops there. One has someone in his car, the other may be getting some paperwork, and maybe I want to speak to both of them about the incident. When we come together and go over those details, we are working on probable cause. I know that muting those conversations has the appearance of corruption, but that is truly out of a lack of understanding of our work.

Comments reflected the officers’ perceptions of the sidebar conversation as being an essential element to their work, as well as the recognition of muting the audio recording as an effective tool to allow for private interaction among officers.

**Citizen response.** Citizen response to the police having the authority to mute the BWC during their duty was reportedly quite conservative. The majority of participants stated that they do not support officer authority to mute the camera. One citizen expanded on this position stating:
I do understand that they might sometimes have private or personal conversations where they might want to not record that, but because they are on duty all the time, how can they know when they need to drop everything and respond, and what if they forget to turn it back on?

An exception to this position was again noted in those who had reportedly experienced domestic violence directly. Participants who reported direct involvement with a domestic violence incident communicated a desire for police authority to mute the BWC recording. An example of this was provided by a citizen who communicated, “They [police] were there, right in the middle of it. They could see how bad the situation was for me. If they would have had the power to stop the voice recording, then I think that I would have said more.” The perceptions held by those citizens having experienced domestic violence included an increased level of support for officer discretion in muting the BWC during incident response.

**Officer Access to View Recorded Footage**

The police officer’s access to the recorded BWC footage was discussed with both officer and citizen participants in order to collect their perspective of the topic as it relates to BWC policy and practice. Both the officer and citizen perspectives reflected a general support for officer discretion in viewing recorded footage.

**Officer response.** Officers remarked on the impact of viewing recorded footage in daily policing efforts, with the collected perspective that the opportunity to do so is invaluable. Interview statements reflected a common concern for the officer’s ability to recollect important details that may be missed due to high anxiety during the incident, complexity of the incident, or length of time between incident and point of recollection. Officer statements, however, illustrated their recognition of the importance of
documentation of initial incident detail and officer perceptions. One individual communicated:

When you have an incident, I think that we should record the first initial detail of what we know happened. Then we should be able to go back in and review to pick up details. Sometimes we just react and you just work from your training. So you're not going to remember everything that took place, or what was said.

Police officers are required to document their daily activity through the completion of written incident reports, which include full documentation of all incidents in which officers are involved, including citizen statements and officer perceptions. Interview statements reflected officers’ concerns for their ability to remember details of incidents due to the high anxiety often felt during dynamic incidents. One officer stated:

When we are in those moments, there are so many things that we are thinking about. Trying to remember what was said is difficult when we are focused on a gun and securing a scene. We are not going to catch everything. There have been times that I have been in really dynamic scenes where I have reviewed footage and caught many details that I would not have otherwise.

Law enforcement officials also may be required to testify in court regarding details of their response to a specific incident. During interviews, participants expressed concern for the interpretation of incidents that they are unable to review prior to their court appearance. They further noted the extensive time between the incident and their appearance in court. One officer noted:

When we talk to a victim or witness, as fast as I can write I am still not able to write down everything that is said. In court, the defense will play it, and it is not the same thing as I wrote down. They sometimes use that as a way to say that I lied, when I am simply summarizing the statement. There is a possibility there of discrediting the officer, and it could be six months until I am in the courtroom.

The participants’ statements reflected a consciousness of the importance of collection of their initial perspectives. The comments also suggested that follow-up opportunity for review of recorded footage is essential in ensuring that missing details
due to incident factors are observed and documented. One officer summarized the collective perspective:

I do think that the courts do need a summary from the officer, a reference of officer understandings, but we have to ask ourselves what the ideal really is in law enforcement and justice. Don’t we want the most complete picture possible? If officers are never allowed to watch videos, then we are limiting that in many respects. Particularly in high stress, dangerous situations, those times when we really need to truly account for the most detail possible. That is how we bring dangerous people to justice.

Statements relative to viewing of recorded footage illustrated a posture of recognition of the mission of law enforcement, with concern for the impact of some job related factors on officer memory. The participants collectively reported their perceptions of accurate incident documentation as critical and suggested the opportunity to view footage recorded by the BWC as necessary in ensuring accuracy.

**Citizen response.** Citizen’s perspectives on access to the recorded BWC footage mirrored that of the police officers. The participants commonly noted their consciousness of the anxiety often resulting from police response and the impact of anxiety on memory. One citizen reported, “Just like us, there are so many things that your brain does not absorb in some of those situations. They need to be able to see that.” The citizen perspective further reflected a consciousness of the impact of officer viewing of the BWC footage to the overall mission of law enforcement, with one participant noting, “They should be able to review to cover all of the details of the incident in case anything was missed.” A consciousness of the impact of trust in officer actions also was communicated in citizen interviews regarding officer viewing of footage. One participant commented, “If we put them in a place where they have the chance to do good work and we set them
up for a more positive trusting experience then maybe we would not have so much questioning.”

**Citizen Access to Review Recorded Footage**

Participants were asked to indicate their perspective of citizen authority to view recorded BWC footage. Although officer statements reflected a level of support for citizen viewing of recorded footage, citizens generally held a more conservative position.

**Officer response.** Collected officer perspectives on citizen viewing of footage reflected a common acceptance of the potential practice. When asked to elaborate, one officer specifically noted:

> We are here, on the clock. Our private time is not our own. What we do...what we say...how we say it...how we act. It all belongs to the agency and the community because we are here in service of them. We are acting on behalf of the city and being compensated by them. Everything we do and everything we say should be recorded and documented, and everything should be open for visual inspection.

Statements related to the citizen’s authority to view footage appeared to suggest an awareness of the potential for improved police and citizen relations. One officer stated, “From an accountability standpoint, their ability to see what we are doing adds to that. I think it will be better for everybody. It serves as a method or as a counterbalance to show what level of customer service we are giving.”

**Citizen response.** In discussions involving the potential for citizens to view the footage collected by the BWC, comments generally reflected a concern for unlimited citizen access. The majority of citizens noted that only those directly involved in an incident should have access to recorded footage. In regard to concerns on the topic, one citizen noted:

> Unless they have a reason for it I don't think that they need to have open access to view footage at any time. My concern would be that people would see the worst
side of humanity. I don't think that there is a positive reason for doing that. We have enough negative messages going out.

Concern for those involved in domestic violence incidents again was noted as an issue in regard to citizen authority and access.

**Impact of the BWC on Daily Police Operations**

Officers were questioned on the specific impact of the BWC to their daily police duties. The perception was noted in numerous translations. The officers detailed topics of primary impact as those associated with acclamation to the BWC, officer privacy, misconceptions, and incident management. The following section details primary impacts noted by the police participants. As the details of this section apply to police duty, no citizen perspective is noted.

**BWC Acclamation**

Interviewees indicated their perceptions of the BWC as impacting their daily operations based on their application of the new device to their normal procedures. Of particular concern was the consciousness of beginning the recording during high stress incidents. In relation to one officer’s perspective on remembering to initiate the BWC, the participant stated, “Are we looking at the call screen, trying to turn on a camera while we are driving? Sometimes those elements are there. We are under a lot of stress during that time. That can be a distraction.”

They also noted a unique conflict between their training and the recommended position of the BWC while on duty. Officers indicated the suggested position of the BWC as being the chest area, typically in the center. They added that the manner in which they were trained to draw their weapon incorporated a balanced stance, with the weapon extended away from the center area of the body. The officer position while in the stance
would block the BWC during the most critical moments faced by police officers, the potential for the use of deadly force. They discussed their training to assume positions of cover and concealment during highly dangerous incidents and the potential for the BWC to be obstructed during those critical operations.

**Officer Privacy**

Collected responses reflected that the BWC was perceived as having a negative impact on officer privacy in the completion of their assigned shiftwork. Those routinely assigned to 10-12 hour shifts revealed their concern that the BWC prevents them from maintaining basic levels of privacy. One officer remarked:

> During our shift we are talking to our families, eating dinner, having private conversations with our supervisor. I go to the bathroom, talk to my wife. Basic human functions. Even under public scrutiny, there are basic human privacy issues.

They conveyed the changes in the translation throughout their shift, responding to calls, and continuously returning to the station. The inconsistency of the required tasks prevents an organized schedule that would allow for more specific recognition of officer privacy. Thus, the regular wearing of the BWC creates a potential for the recording of moments deemed private by officers, particularly if they are unable to control the recording.

**Misconceptions**

The officers noted common misconceptions held regarding the application of the BWC to police operations. Principal to these was the absence of numerous elements of officer perception in video footage and the misconception of that which is commonly recorded. Statements reflected a possible conflict in the manner in which officers are trained to respond and the perspective offered by the recorded footage. They indicated
that they are trained to base their probable cause and ultimate response to an incident on
the totality of circumstances, which includes many factors that cannot be captured by the
BWC. Their concern noted was related to the potential misconception of the officer
response based simply on the recorded footage. One officer indicated:

   Just the demeanor of the person, movements. Sometimes you can pick up on
something like that and know that the feeling isn’t right. You don’t pick up on
that with the camera. There are smells, senses that set off thoughts. If you have
been on the job for a while you pick up certain clues and feelings that are
different. Those are not captured either.

   Statements also reflected the perception of the officers concerning particular
situations, which result in immediate changes to officer response. Those interviewed
commented that the officers often held preconceived notions about the nature of incidents
which impacted the use of the BWC. An example was provided as follows:

   We responded to a call that later turned into a situation involving a weapon. I had
my AR [assault rifle] deployed, came out of the car, and began giving him direct
orders. He all of a sudden put his hand in his pocket. It suddenly occurred to me
that I needed to turn my camera on. The reason that I didn’t have it on already
was because of the original report on the call. It progressed to a weapon situation.
The incident moved really fast.

   Interview statements also included officer perspectives in regard to a common
misinterpretation of the footage generally collected by the BWC. A typical opinion was
conveyed that the BWC captures actual crime in progress. In regard to this response, one
officer remarked:

   Very seldom do I record a crime in progress. We usually record the aftermath. It
does record confessions, and it does record resisting arrest. So there is evidentiary
value to it certainly. But there is a greater majority of recording that is just
recollection, witness statement, victim statement. Mostly we are recording what
citizens are reporting.
Statements presented misconceptions held by the officers and the general public, which are impactful to the overall understanding of the true application of the BWC to police operations.

**Impact to Incident Management**

The impact of the BWC on incident management was considered to be highly significant by the police officers interviewed. The most notable impact by those who had utilized the BWC during duty was that which was observed when the presence of the device was realized by citizens. The awareness of the recording often results in significant de-escalation of potentially aggressive situations. One officer specifically stated:

> I had a guy who was being pretty verbally aggressive during that time, that once he saw the camera...completely changed and calmed down. That was impactful. It has helped me out a lot in interviews, even victims. I will remind them that the camera is rolling, and that makes a huge difference.

Participants also acknowledged the impact of the BWC on the ultimate criminal process, commonly stating that the footage often ensured accurate understanding of the incident within the courtroom. One officer explained:

> We had a domestic violence case...where she recanted...and they played the footage taken at the scene, where she had mascara running down her face and a bleeding wound in her lip. She was denying that any of it had happened.

The participants elaborated that the BWC often corroborates the officer’s statements in situations in which victims recant their initial complaints. Providing further insight into the perspective of the officer on the topic, one individual detailed:

> If you have a witness that insists that nothing happened, that they weren’t injured by the suspect and that the officer made it all up, then the officer is placed in a position of having to validate his choice to arrest. Now the court can see the raw footage of a crying hysterical victim at the time that we contacted her. And see exactly what she said when we came into contact with her.
The officers noted the impact of the BWC to incident management in terms of suspect de-escalation, judicial action, and corroboration of incident details.

**Summary**

The data analysis resulted in the identification of three primary themes based on the collective responses of officers and citizens interviewed. Participant interviews reflected substantial input on the impact of the BWC on the relationship between the police and citizens. Specific perspectives were communicated in regard to the mission of the BWC, citizen’s perceptions of the police, the impact of the BWC on citizen complaints, and the impact of the BWC on police use of force.

The police officers who were interviewed conveyed their perspectives on numerous topics relative to officer discretion in operation of the BWC during the course of duty, with specific attention given to their perspectives of discretion in initiating recording, muting the audio recording, and viewing the recorded footage. Citizen interviews reflected concern for each of these topics as well but also included consideration of citizen privacy and access to recorded footage. These topics, having attracted substantial attention from policymakers for their implications to officer corruption and citizen privacy and access, were thoroughly explored during the interview protocol and commonly reflected in officer and citizen responses.

The third theme identified by data analysis was associated with the impact of the BWC on daily police operations. This theme was based on officer utilization directly following agency implementation and provided a direct perspective of field utilization. Notable findings reflected BWC acclamation, officer privacy, misconceptions, and impact to incident management.
The data analysis provided insight into the elements of police utilization of the BWC deemed significant by the officer and the citizen, as well as an advanced consideration of impact of the BWC on the police and citizen relationship. Although some topics reflected a similar perspective held by both groups, the police and citizens commonly communicated a distinctive perspective of the topics.
To date, policy development and agency implementation of the BWC has been a conflicting process, as agency leaders attempt to recognize the concerns of community and citizen representatives while simultaneously accounting for the needs of law enforcement in accomplishing its mission within society. The complexity of police work, as communicated by police officers, often is misunderstood by the community. This misunderstanding, merged with doubt and judgment that can be perceived by citizens following controversial officer actions depicted within the media and those directly experienced, creates an environment of continuous uncertainty regarding collective decisions such as those associated with use of the BWC. Creation and application of effective and sustainable policy for a tool such as the BWC requires the consideration of the unique police officer and citizen perspective, as well as an examination of the interactions between the police and the community on an operational level.

Through direct assessment of the perspective of the police officer and citizen, and the associations of both within a common community, this research effort revealed unique commonalities and differences between the two groups. The following discussion presents notable conclusions identified during this research, with specific consideration of the application of findings to the research questions, the Institutional Analysis and Development (IAD) framework, and the theory of deference exchange. This section also summarizes the application of the findings to reviewed literature.
Application to Research Questions

The following section includes a discussion of findings associated with each participant’s response to the research questions presented within the study.

Officer and Citizen Perspectives of the Primary Mission of the BWC

The IACP has communicated the mission of police surveillance and recording technology as follows: (a) accurate documentation of events, actions, conditions, and statements made during arrests and critical incidents in order to enhance officer reports, collection of evidence, and testimony in court; and (b) enhancement of the agency’s ability to review probable cause for arrest, arrest procedures, officer and suspect interaction, and evidence for investigative purposes, as well as for officer evaluation and training (IACP, 1993). The officer statements presented the BWC mission as one of operational transparency grounded in a fundamental mission of elevating the trust between the police and the community. The citizen comments generally communicated the overall mission of the BWC as adding to transparency of police operations, with a primary consciousness for the impact of the recording of the incident on incident documentation.

The various perspectives of the officers and citizens relative to the primary mission of the BWC suggest that each interprets a unique position of authority in regard to its use. The officer statements reflected that they perceive BWC exists to provide a level of transparency and elevated trust, which suggests justification or validation of their actions. That validation would be afforded by the citizens in the community. The citizen statements provided a unique level of support to this concept, in that their statements reflected the BWC mission as a tool for the collection of officer actions for the purpose of
validation of incident details. Although distinctive in their specific interpretations, both
the officer and the citizen positions on the mission of the camera suggest that the citizen
maintains the greater interpretation of authority over the BWC.

**Officer and Citizen Perceptions of Discretionary Practices for use of the BWC**

The perceptions held for discretionary practices associated with the use of the
BWC were captured through consideration of comments collected by both the officers
and citizens. Primary topics included officer discretion in initiating recording, muting of
the recording, citizen request to stop BWC recording, and officer and citizen viewing of
recorded footage.

Statements by police officers indicated a common perception of necessity in
allowing discretion in initiating BWC recording based upon the unique nature of police
work and the need for immediate recognition of situations requiring advanced
consciousness of citizen dignity or camera functionality. Discretion in the initiation of the
recording was further communicated as necessary by the officers due to the features
offered by the camera. Participants conveyed the limitations of the BWC battery
sustaining charge throughout their assigned shift requiring officer consciousness of
shutting down the device during points of inactivity, such as report writing or calls that
do not include citizen contact. Officers also noted their consciousness of the amount of
collected video, with continual mindfulness of the cost of storage associated with the
BWC footage.

Citizen comments reflected a greater concern for lack of BWC recording due to
characteristics faced by the officer during duty than concern for officer incompetence or
corruption regarding officer discretion in the initiation of the device. Citizens
communicated a fundamental interest in ensuring that the process for initiation of the camera was protected from elements of police operations that may impact its overall function.

The officers’ statements reflected a consciousness of both citizen authority and privacy in regard to citizens’ ability to request that the BWC recording be stopped during specific incidents; statements also included consideration of the impact of the officer’s emotional separation from the incident. The officer’s ability to oversee the needs of the incident, providing professional oversight to that which often is a highly emotional scene, was deemed highly important. Officer statements reinforced their perspectives of maintaining officer discretion in BWC operation throughout their respective shifts. Citizens involved in incidents that included an accelerated need for police trust, particularly those who viewed the police response as a savior during their respective incidents, conveyed a less conservative perspective on citizen authority to request that the BWC recording be stopped.

Officer comments reflected perceptions of the sidebar conversation as an essential element to their work, as well as the recognition of muting the audio recording as an effective tool to allow for private interaction among officers during duty. The citizens interviewed maintained a general position that the officer should not have the authority to mute the recording of the BWC, with the possible exception of management of domestic violence incidents.

Officer statements relative to the viewing of recorded footage illustrated a posture of recognition of the mission of law enforcement, with concern for the impact of some job related factors on officer memory. The participants collectively reported their
perceptions of accurate incident documentation as critical and suggested the opportunity
to view footage as necessary in ensuring accuracy. The citizen perspective appeared to
reflect a level of acceptance for officers viewing recorded footage, communicating a
greater consciousness of the quality of the police officer’s work, and adherence to the
overall mission of law enforcement.

The police officers maintained a communicated posture of acceptance and service
in regard to citizens’ ability to view recorded BWC footage. Citizen participants who
reported direct involvement with domestic violence incidents indicated a greater concern
for access to recorded footage. Particular apprehension was noted in regard to those who
may be victims of domestic violence and the potential impact of open access of footage
viewing.

The officers and citizens held distinct perspectives relative to discretionary
practices associated with the BWC. The posture of the citizens regarding the noted topics
presented a lack of consciousness of the unique contextual factors faced by officers in the
application of the BWC to daily operations. Officers’ statements reflected conflict in
adhering to current BWC policy directives and achieving the overall mission of police
work. Likewise, citizens’ statements reflected conflict in their desire for continuous
officer accountability and their appeal for authority in requesting the stoppage of BWC
recording in certain circumstances.

**Greatest Areas of Impact of the BWC on Officer Performance
and Police Operations**

The impact of the BWC to officer performance and police operations was
captured through consideration of comments collected through officer statements.
Examination of the direct experience of the officers’ utilization of the BWC during the
previous year was completed to identify commonly noted areas of impact. Officer comments reflected perspectives of the BWC as a potential distraction, particularly during initial phases of camera implementation. This was noted as having a potential for impact to officer reaction times.

The interviewees also expressed concern for conflicts related to recommended placement of the BWC as it applied to officer trained techniques. The manner in which officers were trained to draw their weapons or assume positions of cover and concealment essentially prevented the effective utilization of the device, as any recording of such measures would be blocked by the officers’ stance. Officer statements routinely included recognition of the learning curve associated with the implementation of new technology within the field of law enforcement, suggesting a posture of acceptance of the noted impact to daily operations. Statements reflected their perceptions of the BWC as a consistent challenge to their privacy, thus having a potentially negative impact on their daily operations.

The officers commonly communicated complexities within their daily work that required their ability to quickly interpret and translate the application of the BWC. An example was noted in the statements detailing specific work assignments and response locations such as hospital emergency rooms. Also, the officers recognized areas of current BWC utilization that were resulting in a decrease in the ultimate effectiveness of their work. An example was noted in adhering to defined limitations in the discretionary use of the BWC and ensuring the most effective course of action, evidence collection, and documentation. Particularly in regard to officer discretion in muting audio recording to ensure privacy during sidebar conversations with colleagues, and discretion to view
recorded footage prior to completing required incident reports or court appearances, officers indicated that defined policy limitations prevented the most comprehensive police work possible. When discussing officer discretion in muting the BWC during duty, officers noted that the sidebar conversations held with their partners often included contemplation and discussion pertaining to their establishment of probable cause.

Officers are trained, according to constitutional law, to establish probable cause prior to making an arrest. Probable cause exists when facts and circumstances within the police officer’s knowledge lead a reasonable person to believe that the suspect has committed, is committing, or is about to commit a crime (Handler, 1994). The establishment of probable cause is, therefore, based on the officer’s perspective of the events, as well as the perspective of that which is reasonable in the circumstance. A common result of the absence of such discretion is the misrepresentation of officer perspective within the judicial process. Although viewed as partners in the ultimate mission to respond to criminal behavior and to participate in the application of justice, officers and attorneys were perceived as being embattled due to doubt presented by faulty or missing BWC footage and omitted or forgotten incident details. Apprehension was expressed to participate in sidebar conversations with colleagues while wearing the device for fear of implied doubt as to their certainty or ability if challenged by attorneys in court. The participants further communicated their concern for defined limitations in viewing recorded footage, particularly noting the impact of high anxiety on memory.

Police interviewees collectively conveyed a positive perspective in regard to the impact of the BWC on the management of incidents, with additional influence in the validation of choices made by police when faced with challenges to their decision
making. The perspective held by officers presented the influence of BWC variables that are influential to policing, many which are potentially unnoticed or unobserved by both the citizen and the policymaker. An irony exists in the recognition of the complexity of officer duty and the question of officer discretion in regard to the BWC. Although the officers recognized the positive influence of the sidebar conversation on their establishment of probable cause, their perception of the impact of their doing so while wearing the BWC resulted in a shift in practice. Thus, the effort to advance the effectiveness of officers by applying the device to their work actually resulted in their abandonment of effective practices based on the outcomes caused by the BWC recording.

**Greatest Areas of Impact of the BWC on Officer and Citizen Interaction**

The greatest areas of impact of the BWC on officer and citizen interactions were identified through examination of officer and citizen comments. The officers communicated their recognition of the damage to the citizen perspective of the police, based primarily on recent events suggesting corruption and excessive use of force. Comments further conveyed recognition of the importance of positive citizen perceptions of law enforcement, with the BWC utilization within policing existing as a constant reminder of the lack of trust currently maintained by citizens.

Officer statements commonly referenced the observed change in citizen demeanor following the implementation of the BWC, communicating their recognition of de-escalation of subject behavior. Citizen statements challenged the impact noted by officers, as citizens communicated a complete lack of awareness of the BWC during police contact in the previous year. Lack of citizen awareness may be contributed to the small size of the device. The BWC device, generally black in color, may also be missed
by citizens due to officer uniform color, also commonly black in color. Citizen participants commonly communicated that although they had no awareness of the BWC, they believed realization of the device would directly impact their behavior during any interaction with the police. This outcome suggests that the greater impact of the simple presence of the BWC applies to the officer, which may be contributed to advanced awareness of the device by officers during initial implementation within an agency.

The majority of the citizen participants reported negative contact with police during their lifetime. Of those, many indicated that they maintained a negative perception of the police in general. However, most of the citizens interviewed maintained a higher consciousness of the ability for officer effectiveness than the potential for officer corruption. Most conveyed a perspective that officers should have no discretion in the implementation or control of BWC recording. However, when asked to communicate their reasons, a majority of participants conveyed their concern for the potential distraction of the officer or the impact of the incident on officer attention. The citizens did not include concern for the potential corruption that may occur in the officer’s discretionary control of the BWC. An additional interesting example of the citizen perspective was captured in their noted position on policy regarding viewing of BWC footage. The majority of citizens reported acceptance of officer ability to review recorded footage to advance the accuracy of the officer incident report and to allow for the officer’s recollection of incident details prior to any court proceedings. However, the citizens further indicated a common lack of acceptance for any policy that allowed for open access for citizens to review recorded incident footage. Reasons for this position
included a concern for the most effective police work and an equal concern for the possible impact of constant negative messages on society.

**Applications to the IAD Framework**

As noted previously, the IAD framework provides a systematic method for organizing policy analysis activities that is compatible with a wide variety of more specialized analytic techniques used in the physical and social sciences (Polski & Ostrom, 1999). The following sections summarize the application of identified themes to the principle elements of the IAD in order to advance the discussion of critical policy and implementation decisions associated with the use of the BWC.

Interviewees from both the officer and citizen samples continuously communicated the importance of a positive and supportive connection between the community and law enforcement. Equally critical was the ability for officers to be provided with policy guidelines that recognize both the linkage between department policy and the community, as well as the relationship between the reality of police work and the application of the BWC to that reality. The next section summarizes police and citizen perceptions as applied to the primary elements of the IAD framework, including context, action arena, and patterns of interaction.

**Context**

Contextual factors such as the biophysical, socioeconomic, and institutional conditions present within the policing environment were communicated as having only mild significance to the officer’s perspective of critical elements of policy development and implementation of the BWC. The primary mission of the police, to protect and to serve, was conveyed as principal regarding the impact of the elements such as workplace
conditions, characteristics of the community, and political attributes. The officers commonly indicated their understanding of the advances to technology that are present in contemporary society and their willingness to accept application of technology within their work environment. The posture of the officers provided a unique insight into the nobility of the profession, as well as into their recognition of contemporary culture.

Exceptions to this perspective were statements reflecting concern for the impact of costs associated with the use of the BWC and the potential impact on staffing and taxation to cover ongoing costs of video storage.

Citizens communicated a higher consciousness of contextual factors, with a primary concern for costs associated with the BWC. Although most indicated recognition of the benefit of the technology to law enforcement efforts, most citizens interviewed conveyed a greater interest in ensuring the adequacy of officer resources within the community. The citizens generally noted a preference for the hiring of officers over that of BWC purchase and utilization. Citizens also indicated their consciousness of the increase in property crime within the community, as compared to incidents involving violent crime. Citizen statements reflected a greater concern for officer resource availability to respond to theft and burglary calls rather than concern for accountability during incidents involving violence, which they believed to be far less common.

The posture of officers’ acceptance of contextual factors defined by the IAD framework, merged with that of citizens on resource allocation, presents a notable point in consideration of the difference in perspectives between the police and the community. The biophysical, socioeconomic, and institutional conditions are represented as substantial to community stakeholders.
The contextual factors identified, and the importance afforded to each within this research, provide insight into future BWC policy and practice considerations. Community representatives may find issue with the BWC purchase and ongoing costs that result in limited funding for officer positions within a department. The lack of funded positions may translate to decreased response within a community and may be perceived as negative. This may be particularly true for instances of property crime rather than violent crime. The potential for taxation of citizens to advance agency budget, thus advancing ability to cover costs associated with the BWC, also may be perceived as negative by community stakeholders. Although some officers made reference to their concern for the impact of cost and limited staffing, the majority of statements reflected a lack of consciousness for such factors, communicating a position of adherence to agency and community needs over their own. The contextual factors defined by the IAD framework suggest the importance of the individual mission of those impacted by potential policy and implementation and the impact on ultimate effectiveness. Also of relevance is the consideration for areas of policy and implementation that are of greater importance to one stakeholder as compared to another.

**Action Arena**

The variables included in the IAD framework consideration of the action arena include: 1) the resources that an actor brings to a situation; 2) the values actors assign to different actions; 3) the way in which actors acquire, process, retain, and use knowledge and information; and 4) the process used by actors in selection of a particular course of action (Ostrom, 2011). These variables were observed as substantial to both the officers’ and the citizens’ perspectives of the critical elements of BWC policy and implementation.
The action arena in which the contemporary police officer functions was communicated as highly complex and continuously changing. The participants commented on a portion of the functions of the police officer, including identification of criminal activity, response to violent scenes, and arrest of aggressive or intoxicated individuals. Many of the aspects included utilization of officers’ perspectives to guide their chosen actions. The interviewees commonly communicated that the subjective, or personal nature of the choices made, implies a critical need for discretion in the use of the tools provided to them in the completion of their duties.

Also relevant to the action arena to BWC policy and implementation was the authority provided to the officers in numerous translations of their duty, as well as the conflict in the defined position presented by the consideration of suspended authority in the daily use of the BWC. The authority given to police officers in utilizing force, up to and including deadly force, is a common practice in contemporary society. The authority provided is a result of a consciousness of the possibility for officer response to potentially deadly incidents and in recognition of the officer role in deciphering potential threats to the safety and security of citizens. An irony exists in the prevention of discretionary use of the BWC by officers and the continued acceptance of the discretionary use of firearms and non-lethal weapons.

Elements that influence the action arena, as communicated by the citizen’s interviewed, were far different than that of the officer. Previous events involving any negative contact with police were conveyed as the most impactful element of the action arena for citizens. The retention of negative thought and association with police officers based on previous life experiences was communicated as far more influential to the
action arena than that of the incident itself. The officers typically based their approach to
the action arena on the incident characteristics, and the citizens based their approach
more on memory of past incidents.

The variables within the action arena reflect fundamental factors associated with
daily police functions such as arrest and use of force. These factors signify the most
critical areas of police work, as they represent the true interaction and relationship that
exists between the police officer and the citizens they serve. The statements collected
suggest significantly different perspectives held by the officer and the citizen when
present within the action arena.

**Patterns of Interaction**

Patterns of interaction, as communicated by the IAD framework, exist in critical
associations with individuals and result in significant outcomes. Officer participants
revealed their perceptions of the most significant interactions that impact their use of the
BWC as being direct contact with citizens during calls. The officers routinely noted their
thoughts on the impact of the BWC on citizen contact. Specifically they conveyed
observations of de-escalation in the aggressive behavior displayed by individuals who
recognize the presence of the BWC. Within this type of interaction, the camera presence
alone represents an element of control essentially independent of the officer. The effect of
citizen consciousness of recording behavior is a point that mirrors the impact of officer
presence, which is commonly recognized and documented as a display of force within
police use-of-force policy. The officer’s commonly held perspective that the presence of
the BWC impacts the citizen behavior is of significant value to the officer’s perceived
threat. The majority of contemporary police use-of-force policy directs the officers to use
only the amount of force necessary according to their personal perception of threat and resistance. Thus, if the officer perceives citizen awareness of the BWC will result in the de-escalation of behavior, the simple presence of the BWC may have direct influence on an officer’s personal understanding and use of force. However, both the citizen and the officer consciousness of the BWC is of key value to any impact of the presence of the camera on the police and citizen interaction. Although officer statements reflected consciousness of de-escalation in citizen behavior following recognition of the BWC, all citizens reported that they had no knowledge that the BWC was present during any police contact within the previous year. Thus, the impact of the device on the outcomes of any interaction that occurred during the previous year was more substantial for the officer than the citizen based on the communicated consciousness of the camera.

Citizens interviewed also made reference to the specific nature of the incident in regard to their interaction with the police. A notable example was communicated by those who reported direct involvement with domestic violence incidents. The citizens conveyed a desire for the officer to make exceptions to any policy associated with discretionary use of the BWC in only this type of incident. Participants indicated that the nature of the domestic violence incident required that the officer and incident participants be authorized to collectively decide whether the BWC should be operational during that type of response. Interviewees maintained concern for the potential impact of recorded footage on future victimization. These statements suggested a shift in citizen held perceptions of BWC policy and implementation for interactions in which the police response was interpreted more as a savior than a peacekeeper.
Officers and citizens communicated notable positions in regard to the consideration of citizen privacy. Officers conveyed an advanced consciousness of citizen privacy, while citizens deferred more to efficiency and effectiveness of police operations over citizen privacy. The position of officers may be attributed to their advanced training and daily consideration of potential challenges to citizen privacy such Fourth Amendment protections against unreasonable search and seizure and officer authority provided by the Plainview doctrine.

The presence and utilization of the BWC was communicated by both groups as being significant to their interactions. The perceived impact of the BWC suggests the need for advanced consideration of the patterns of interaction that are recognized by both the officer and the citizen. The application of the IAD framework to BWC policy and implementation revealed numerous critical points of consideration in the effort to assess and refine goals of effective operation and identification of best practices. The elements of the IAD, including the context, the action arena, and the patterns of interaction, provide a foundation for establishing evaluative criteria for development and review of policy and practice. When applied to the communicated perspective of police officers and citizens, crucial and often overlooked topics of consideration were revealed that present notable outcomes.

**Applications to Theory of Deference Exchange**

The theory of deference exchange posited by Sykes and Clark (1975) focused on the social position of the both the police officer and the citizen. The theory suggested that the interaction between the officer and the citizen is impacted by the perceptions of the officer and citizen for one another, particularly in regard to the amount of deference or
authority that is interpreted by both. This theory is particularly applicable to the
collection of the contemporary officer and citizen relationship, as well as the
application of police policy and practice such as that associated with the BWC. Data were
analyzed with consideration of the association to the theory of deference exchange, with
particular association identified in regard to perceived BWC mission and positions on
officer discretion.

The BWC technology, in its most fundamental translation, exists as a recording
device. The recording of police actions is an historical practice that has been
implemented for many years through the utilization of surveillance tools such as the in-
car camera. The development and implementation of previously translated methods of
surveillance were met with minimal response from citizens. The implementation of the
BWC has been simultaneous with numerous high profile incidents involving officer use
of force. The expanded dissemination of information that exists with contemporary media
outlets has resulted in a greater impact of material such as questionable police actions.
This can be attributed to advanced citizen exposure to information involving police
actions, and thus advanced impact to the citizen perception of police.

When asked to communicate their perspectives of the mission of the BWC, the
officer and citizen participants communicated different concepts of the camera’s mission.
While the officers perceived it as a means to advance agency transparency, the citizens
viewed the camera as a tool for specific officer action accountability. These findings
suggest the presence of the officer’s desire to alleviate the judgment present in society
and the citizen’s desire to ensure adequate information to make that judgment. These
findings further suggest that the advanced presentation of information to the citizen in
contemporary society has impacted the perception held by citizens based on the lack of judgment afforded previously implemented translations of police surveillance tools. Both collected perceptions can be associated with a shift in the relationship that exists between the officer and the citizen.

Citizens commonly communicated a conservative posture in regard to officer discretion in control of the BWC. Although many citizen statements conveyed awareness of officer duty, the citizen perspective reflected a lack of trust in the officer. The only exception to this concern was noted in discussions related to officer response to domestic violence incidents. Participants who reported involvement with domestic violence incidents commonly communicated a higher trust in the police overall, perceiving the police as rescuers and protectors. In regard to officer discretion, these participants maintained a position of greater acceptance for officer interpretation of needed application of the BWC. These findings suggest a shift in citizen deference of authority based on the nature of the incident. This shift is reinforced by the statements of those participants who had contact with the police involving officer response to the interviewee’s own criminal activity, which commonly resulted in a negative perception of the police and a communicated lack of trust.

A shift in the deference of authority to police was recognized in the citizen statements, lending support to the notion of contemporary influence. However, additional conclusions can be made. If the citizen’s level of trust is impacted by the nature of the incident, a rise in police response that presents the police as a protector more so than an enforcer may result in a change in the majority perception held within that community. Likewise, within a community that reflects an increase in arrests due to heightened
individual criminal activity such as drunk driving, a personally held negative perception may exist in the majority of citizens.

The BWC introduces an interesting level of context in regard to the theory of deference exchange, as it is a tool that captures the interaction of both the officer and the citizen and has the potential to serve the needs of both. Thus, the BWC provides a measure of the relationship of the officer and citizen and also provides a measure of the trust that citizens hold for the officer. The introduction of the technology to the field of law enforcement reveals a shift in deference exchange between the officer and the citizen within the contemporary society and reflects many unique elements of that society.

Applications to Literature Review

As noted in the literature review, research findings have indicated that the presence of the BWC in law enforcement influences police work in critical areas, such as use of force and citizen complaints, with both areas reporting a drop in prevalence (Farrar & Ariel, 2013; Jennings, Fridell, & Lynch, 2014; Jennings, Fridell, & Lynch, 2015). The results from this study expand upon the reported findings, providing both challenges and support to those noted in the literature review. The officer perspectives of the impact of the presence of the BWC on aggression during citizen contact suggest that the drop in the prevalence of the need to utilize force is a result of the noted de-escalation of aggressive behavior. The impact of recorded footage on the exoneration of officers named in citizen complaints was reported as substantial by officers interviewed, with far fewer complaints received following department implementation of the BWC. The perceptions provided by officers suggest a correlation between citizen awareness of the impact of the device on false complaints and the reported drop in complaints received. However, none of the
citizens indicated awareness of the BWC during their contact with the police within the previous year. The lack of awareness suggests that the drop in the prevalence of reported use of force and citizen complaints may not be a result of citizen consciousness of the BWC but, rather, a result of the impact of the BWC on officer actions.

The literature review also revealed findings associated with discretionary use of the BWC, noting results that reflect a decline in use when discretion is authorized in policy (Mesa Arizona Police Department, 2013). Researchers have further reported that those who volunteer to use the technology are more likely to record encounters than those required to use it (Ready & Young, 2015). The current study provides a unique translation of support for these findings, as officers commonly reported that they respond at a substantial rate to incidents in which collection of video footage is unnecessary, such as non-critical incidents or those lacking citizen contact. They added that their discretion in utilizing the BWC while on duty provides the opportunity to decipher the necessity of collection of video footage. Officer discretion, therefore, would result in a decline in BWC use overall, compared to that which would be demonstrated by its mandatory use.

**Implications to Policy and Practice**

The findings presented by this study suggest the need for ongoing consideration of policy associated with the BWC, particularly in regard to officer’s discretionary authority in utilization of the device and in ongoing training considerations for application of the BWC to police operations. The spontaneous nature of police work requires that officers maintain a level of authority to apply the tools and resources that are afforded them according to their own interpretation of the incident presented. The officer’s authority to consider the totality of the circumstances and apply their individual
choice of action is commonly reflected in high liability policies such as those associated with the use of force. The complexity and potential danger of policing was recognized by both the officers and citizens interviewed, as was the recognition of unique incidents that warrant officer discretionary practice, such as domestic violence. The youth of the device, merged with concern for the potential for officer deception has resulted in a conservative approach in policy development that may not accurately respond to the work environment.

The introduction of the BWC to the daily operations of the police officer has revealed a conflict between the efficient collection of video and the ideal shooting stance for the officer. The stance in which officers are commonly trained to draw their weapon covers the BWC lens when the device is worn in the suggested location (center of chest). Likewise, when an officer assumes a position of cover and concealment during an incident involving the threat of officer safety, the BWC lens is commonly covered. Review of officer training is warranted to ensure application of newly introduced tools such as the BWC to ensure the most optimum level of officer efficiency and safety.

Noted findings further suggested the potential influence of the BWC on citizen behavior following realization of the presence of the device. This finding lends support to the consideration of operational policy on the routine communication of the presence of the BWC during any citizen contact. The suggested influence of the BWC to officer or citizen actions further presents the potential for application of the technology to the wider criminal justice field, possibly including community policing translations and community offender supervision.
**Limitations**

Given the infancy of the use of the BWC in contemporary law enforcement environments, the collected perspectives of the officers and the citizens utilized in this study were based on brief applications of the technology. This researcher also recognized the unique characteristics of the southern Colorado region and the participating police department as they compare to other areas of the United States, in terms of the potential impact of this variable on officer and citizen perspectives. A limitation also existed in the limited scope of this study, specifically in regard to the consideration of a singular agency and community involved in the analysis.

This researcher also recognized the potential impact of self-selection bias on the findings, as all participants were selected, in part, based upon their willingness to participate in the described study. The characteristics of the participants that motivated them to communicate their willingness to be involved in the research could have produced an abnormal outcome. The request for participation utilized to establish the citizen sample was distributed during the holiday season and included a monetary incentive, which also presents potential for bias. Also, all participants included in the citizen sample reported a direct contact with the police. Thus, the citizen perceptions may be biased, with transferability only to similar populations or those with similar experiences with police contacts.

**Suggestions for Future Research**

Conclusions suggest an interesting conflict held by citizens in regard to their perception of the police during domestic violence incidents. Those citizens who reported direct involvement with a domestic violence incident expressed a general acceptance of
officer authority to employ discretionary recording and muting of the BWC. These findings reveal a need for further exploration into the impact of domestic violence incidents on the police and citizen interaction, with specific focus on the citizen perceptions of the police as a savior rather than an enforcer, as defined by personal experiences.

This researcher also recognizes the need for ongoing research involving the agency cost of BWC implementation and storage of footage. Analysis of the cost of BWC utilization within a police agency, as compared to savings associated with civil litigation particularly as it applies to officer actions, would provide substantial direction to agency leadership in their consideration of the ongoing use of the BWC. The outcomes as a result of this study may be further advanced by the application of a similar research design to an expanded sample, with possible inclusion of multiple research sites.

**Conclusion**

This study considered the direct perspective of the police officer and the citizen in regard to BWC policy and practice. The themes presented by the analysis of the officer and citizen perspectives are of substantial value in the development and implementation of policy, as they present the position of those directly involved with the implementation of the technology. This research also presents insight into critical elements included in the IAD framework that serve to guide effective policy development including context, the action arena, and patterns of interaction. The impact of the BWC on the daily functionality of the police officer, as indicated by the analysis of officer communications and the application of findings to the IAD framework, reflects an absence of a complete
understanding or mindfulness of the officer in the collective policy consideration conducted between law enforcement officials and community or citizen representatives.

A consideration of findings in regard to the theory of deference exchange was completed to further provide insight into the impact of the BWC on the perceptions of officers and citizens. Noted elements present within the contemporary society and those associated with the nature of incidents requiring police response were considered for their recognized impact on citizen deference of authority.

This study contributes to the body of literature regarding the development of effective law enforcement policy and practice. The findings provide criminal justice leadership with necessary insight to further serve the community through advanced consciousness and preparation relative to police and citizen interactions and application of policing technology.

Findings from this study also present elements of police policy and practice that may benefit from advanced ongoing consideration. An irony exists in the prevention of discretionary use of the BWC by officers and the continued acceptance of the discretionary use of firearms and non-lethal weapons, suggesting the need for consideration of officer perception of BWC impact to UOF policy. Also, misconceptions of both officer and citizen perception are commonly held, possibly driven by high profile media events and previous negative experiences. Clarification of citizen perception of BWC on jurisdictional level may provide a more specific application at the community level. Finally, operational considerations to address training conflicts and abandonment of practice are necessary as identified by operator feedback.
REFERENCES


APPENDIX A

IRB APPROVAL FOR OFFICE INTERVIEWS

Institutional Review Board (IRB) for the Protection of Human Subjects
Date: 10/13/2015
IRB Review
IRB PROTOCOL NO.: 16-066
Protocol Title: UNDERSTANDING LAW ENFORCEMENT OFFICER’S PERSPECTIVES REGARDING THE USE OF BODY-WORN CAMERAS: A QUALITATIVE STUDY
Principal Investigator: Katrina Cathcart
Faculty Advisor if Applicable: Sylvia Martinez
Application: New Application
Type of Review: Expedited 7
Risk Level: No more than Minimal Risk
Renewal Review Level (If changed from original approval) if Applicable: N/A No Change
This Protocol involves a Vulnerable Population: N/A (No Vulnerable Population)
Expires: 12 October 2016

*Note, if exempt: If there are no major changes in the research, protocol does not require review on a continuing basis by the IRB. In addition, the protocol may match more than one review category not listed.

Externally funded: ☒ No ☐ Yes
OSP #: Sponsor:

Thank you for submitting your Request for IRB Review. The protocol identified above has been reviewed according to the policies of this institution and the provisions of applicable federal regulations. The review category is noted above, along with the expiration date, if applicable. Once human participant research has been approved, it is the Principal Investigator’s (PI) responsibility to report any changes in research activity related to the project:

☐ The PI must provide the IRB with all protocol and consent form amendments and revisions.
  ☐ The IRB must approve these changes prior to implementation.
☐ All advertisements recruiting study subjects must also receive prior approval by the IRB.
☐ The PI must promptly inform the IRB of all unanticipated serious adverse (within 24 hours). All unanticipated adverse events must be reported to the IRB within 1 week (see 45CFR46.103(b)(5). Failure to comply with these federally mandated responsibilities may result in suspension or termination of the project.
☐ Renew study with the IRB prior to expiration.
☐ Notify the IRB when the study is complete

If you have any questions, please contact Research Compliance Specialist in the Office of Sponsored Programs at 719- 255-3903 or irb@uccs.edu
APPENDIX B

IRB APPROVAL FOR CITIZEN INTERVIEWS

IRB PROTOCOL NO.: 17-066
Protocol Title: Adapting to the Presence of the Body-Worn Camera in Policing: A Qualitative Assessment of Officer and Citizen Perspectives on Policy and Practice
Principal Investigator: Katrina Cathcart
Faculty Advisor if Applicable: Sylvia Mendez
Application: New Application
Type of Review: Expedited
Risk Level: No more than Minimal Risk
Renewal Review Level (If changed from original approval) if Applicable: N/A No Change
This Protocol involves a Vulnerable Population: N/A (No Vulnerable Population)
Expires: 8 December 2017
*Note, if exempt: If there are no major changes in the research, protocol does not require review on a continuing basis by the IRB. In addition, the protocol may match more than one review category not listed.

Externally funded: ☒ No ☐ Yes
OSP #: Sponsor:

Thank you for submitting your Request for IRB Review. The protocol identified above has been reviewed according to the policies of this institution and the provisions of applicable federal regulations. The review category is noted above, along with the expiration date, if applicable. Once human participant research has been approved, it is the Principal Investigator’s (PI) responsibility to report any changes in research activity related to the project:
☐ The PI must submit all protocol, recruitment, advertising, and consent form amendments/revisions to the IRB for approval.
☐ The IRB must approve these changes prior to implementation.
☐ If you are a student, please note that it is required to include the IRB approval letter to the library when you submit the dissertation/thesis.
☐ The PI must promptly inform the IRB of all unanticipated serious adverse (within 24 hours). All unanticipated adverse events must be reported to the IRB within 1 week (see 45CFR46.103b(5). Failure to comply with these federally mandated responsibilities may result in suspension or termination of the project.
☐ Renew study with the IRB at least 10 business days prior to expiration.
☐ Notify the IRB when the study is complete.

If you have any questions, please contact Research Integrity Specialist in the Office of Sponsored Programs and Research Integrity at 719-255-3903 or irb@uccs.edu
Thank you for your concern about human subject protection issues, and good luck with your research.
Sincerely yours,

Melissa J. Benton
Melissa Benton, PhD
IRB Committee Member
APPENDIX C

OFFICER INTERVIEW QUESTIONS

Demographic information- (basic questionnaire format)

1. Age of officer
2. Race/ethnicity
3. Gender
4. Education
5. Current assignment within agency
6. Any prior assignment with other law enforcement agencies
7. Any other assignments held within current agency
8. Any specialized training/certifications
9. Years of service
10. Have you utilized the body-worn camera during normal duty during the last 12 months?
    a. If so, how often have you utilized the body-worn camera?

Open-ended interview questions-
1. In your opinion, what is the primary mission of the use of body-worn cameras by police officers?
   a. Officer safety?
   b. Evidence collection?
   c. Agency transparency?
   d. Officer accountability?

2. Do you think that the use of the body-worn camera has an impact on:
   a. Establishment of probable cause?
   b. Officer reaction time?
   c. Public perception of the police?
   d. Privacy of citizens?

3. Should officers have the discretion in the use of the body-worn camera while on duty? If so, at what point should the use of the camera be initiated?
   a. Upon contact with citizens?
   b. Upon dispatch?

4. Should officers be authorized to review footage recorded by the body-worn camera? If so, under what circumstances?

5. Should officers be authorized to mute the body-worn camera during use? If so, under what circumstances?

6. What is your overall perspective of the use of the body-worn camera by police officers?
APPENDIX D

CITIZEN QUESTIONS

Demographic information- (basic questionnaire format)

1. Age
2. Race/Ethnicity
3. Gender
4. Level of Education
5. Years of residency
6. Prior contact with the police department
   a. Traffic Stop
   b. Witness
   c. Victim
   d. Bystander
   e. Other

Open-ended interview questions-
1. In your opinion, what is the primary mission of the use of body-worn cameras by police officers?
   a. Officer safety?
   b. Evidence collection?
   c. Agency transparency?
   d. Officer accountability?

2. Do you think that the use of the body-worn camera has an impact on:
   a. Public perception of the police?
   b. Interactions that occur between the citizens and the police?
   c. Privacy of citizens?
   d. Community resources, such as officer response?

3. Should officers have the discretion in the use of the body-worn camera while on duty? If so, at what point should the use of the camera be initiated?
   a. Upon contact with citizens?
   b. Upon dispatch?

4. Should officers be authorized to review footage recorded by the body-worn camera? If so, under what circumstances?

5. Should officers be authorized to mute the body-worn camera during use? If so, under what circumstances?

6. Are there variables surrounding the use of the BWC by police officers that impact police work, or the way that you perceive the police? If so, what are they?