



## CITY OF MADISON POLICE DEPARTMENT



### INTER-DEPARTMENTAL CORRESPONDENCE

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DATE: November 15, 2024

TO: Mayor and City Council

FROM: Shon F. Barnes, Chief of Police

SUBJECT: **Submission of Body-Worn Camera Experiment Report**

Attached is the Body-Worn Camera (BWC) Experiment Report as requested by the City Council. The report consists of a summary of the experiment and three appendices:

- An outside researcher's evaluation
- Cost estimate for full implementation
- BWC pilot Standard Operating Procedure (SOP)

The report reviews the 90-day experiment and found:

- No charges were added when officers reviewed video
- BWC may aid in building trust, transparency, and legitimacy as one element in a broader plan of community engagement
- Officers did not change their behavior while wearing a BWC, nor did they change the way they interacted with people
- Technology issues related to battery life and video uploading were identified early in the experiment and corrected
- An estimate for staff time to redact video was generated from the experiment and used to calculate future staffing needs.

In 2025, I will make the acquisition of BWCs a priority for the 2026 budget and will work with City Council and the Mayor's office to identify funding opportunities for the full deployment of BWCs. The City of Madison currently qualifies for non-competitive federal grant funding of approximately \$900,000, as well as other funding opportunities including private donations, private foundations, and state grants, and the opportunity to restructure or leverage contracts with vendors.

The benefit of deploying BWC greatly outweighs the costs; Madison community members will be well served to have an additional tool to record events. I look forward to working with the City Council and Mayor on this vital technology need, with the goal of deployment in 2027.

## Introduction

In August 2023, Madison City Council passed a resolution authorizing the Implementation of the Body-Worn Camera Experiment Program.<sup>1</sup> The resolution included multiple attachments that provide a history of the body worn cameras (BWC), feasibility reports, example policy, public comments, Alder amendments, legal review, and Chief Barnes' memo requesting approval to conduct the experiment. The resolution represents a culmination of several years of effort by city residents, staff and alders.

The experiment program consisted of technology, research and cost estimates. The technology portion began April 1, 2024, and was completed July 14. The BWC units were worn by officers in the North District. The first two weeks consisted of setting up and assigning units to officers, testing, and training. The use of body worn cameras began in the field on April 15. The BWC units were loaned by MPD's existing dash camera vendor for the duration of experiment.<sup>2</sup> The research was conducted by an outside researcher; Dr. Broderick Turner at Virginia Tech. Police Director Eleazer Hunt and members of the BWC Committee met with Dr. Turner multiple times to identify needed data and survey questions.

This report includes Dr. Turner's findings (Appendix A) and a budget estimate for implementation (Appendix B). Estimates are based on full deployment of BWC across MPD, the acquisition of hardware, operations/storage needs, peripherals, personnel, and support several years of operation. During the experiment, an interim Standard Operating Procedure (SOP) guided the use of BWC (Appendix C). This SOP is informed by the Police Body-Worn Camera Feasibility Review Committee, MPD's current SOP for dash cameras and audio microphones<sup>3</sup>, and a review of model policies developed by the International Association of Chiefs of Police and the U.S. Department of Justice.

Findings from the experiment:

- 1- Officers did not change behavior while wearing a BWC
- 2- Charges were not added when officers reviewed video
- 3- Technical issues related to battery life and uploading video were evident in the first half of the experiment and resolved
- 4- Specific situational use of BWC required clarification of the SOP
- 5- The limitations of the experiment included a short duration, a small number of officers participated, there was limited time for analysis (interviews), and no post-experiment analysis
- 6- BWC may help with trust building, legitimacy, and transparency

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<sup>1</sup> [https://madison.legistar.com/ViewReport.ashx?M=R&N=Master&GID=205&ID=6259937&GUID=23C374AE-53D0-4B67-88BD-5C7FA20EA4D3&Extra=WithText&Title=Legislation+Details+\(With+Text\)](https://madison.legistar.com/ViewReport.ashx?M=R&N=Master&GID=205&ID=6259937&GUID=23C374AE-53D0-4B67-88BD-5C7FA20EA4D3&Extra=WithText&Title=Legislation+Details+(With+Text))

<sup>2</sup> The vendor, along with other vendors, provide try-before-you-acquire programs to test and evaluate systems. This program is utilized for the pilot.

<sup>3</sup> MPD has been using BWC for several years for SWAT and the motorcycle traffic team. These two units do not conduct routine patrol operations.

- 7- Public Records requests impacted staff time to research, redact, and provide videos to requestors.

## Calendar

Based on finalizing contracts with the researcher, the vendor loaning the equipment, and refining the SOP, the calendar developed for the experiment was:

January – April.....	Contract for equipment and develop research objects and methodology to include survey instruments and data needs
April 1 – 14 .....	Equipment installed and tested; BWC SOP training conducted
April 15 .....	Experiment Begins; Survey of North and South District Officers begins
May 30.....	Mid experiment (45 day) survey of Officers
July 14 .....	Use of BWC ends. Post-experiment officer survey initiated
July 15 – 17 .....	BWC equipment collected
August 1 .....	Case Processing checks that all North District reports are in the system
August 1 .....	Identify budget analysis team and start costing research
August 8 .....	Data team extracts data, reviews, and sends to Dr. Turner
September 4 .....	Dr. Turner's last day of interviewing officers and community members
October 4 .....	Dr. Turner's report finalized and submitted to MPD
October - November .....	Write report and finalize cost estimates
November 15 .....	Deadline to submit City Council

## Research

MPD is committed to continuous improvement using evidence-based research. MPD has a history of research, innovation, and collaboration.<sup>4</sup> The importance of research is incorporated into the MPD Vision statement.<sup>5</sup> Working with outside researchers, developing research methodology, and evaluating outcomes to improve service and respond to Madison resident's needs are central components of MPD's mission. To assist other cities and researchers with this topic, the research will be made publicly available and/or published.

Evidence-based research may utilize outside researchers partnering on specific projects. There are several benefits to these partnerships. First, an outside researcher is not associated with the organization, and they are not biased for or against the organization. Second, an outside researcher has expertise in the area as well as methodological and statistical knowledge beyond the knowledge and resources of the agency. Third, they act as an outside evaluator seeking to understand methods, data, processes and to identify gaps.

The outside researcher for the BWC experiment is Professor Broderick L. Turner, Jr. (Ph.D., MS; Marketing, Kellogg School of Management, Northwestern University). He is an Assistant Professor of Marketing at the Pamplin College of Business at Virginia Tech and a racial equity fellow at the

<sup>4</sup> MPD worked closely with University of Wisconsin Law School's Herman Goldstein in developing Problem-Oriented Policing. This research-informed crime reduction model is now used internationally.

<https://popcenter.asu.edu/>

<sup>5</sup> <https://www.cityofmadison.com/police/about/mission.cfm>

Harvard Business School. He is the founder of the Technology, Race and Prejudice (TRAP) lab, which considers how racialized consumers interact with technology. His research framework has been used by multiple firms to reduce harms to minority communities. His research has been published twice in the Proceedings of the National Academy of Sciences (PNAS), Journal of Marketing, Current Opinion of Psychology, Association of Consumer Research Proceedings, American Marketing Association Proceedings, and the Behavioral Science and Policy Forum. He is the co-editor of a special issue on Artificial Intelligence at Current Opinion of Psychology. He has researched and published on the topic of body-worn cameras.

Dr. Turner in conjunction with MPD staff developed a set of research questions, methodology, and analysis tools.

### Research Question:

What is the effect of BWC adoption on safety in Madison?

To consider this question, the research aimed to uncover the following:

- What is the effect of BWC adoption day-to-day on officers in terms of usage?
- What is the effect of BWC adoption on officer knowledge and beliefs?
- What is the effect of BWC adoption on community sentiment?
- What is the effect of BWC adoption on community and officer behavior?

#### **Determining the effect of BWC adoption on day-to-day officer usage**

To determine the impact of BWC on officer usage, Dr. Turner utilized the daily technology use survey. This survey was completed each day at the end of the shift for the 46 officers in the North district who are enrolled in the experiment. This survey captures self-reported problems that officers experience with the BWC, uncertainty about the SOP, and notes about interactions with the community as it relates to BWC usage. Since only officers in the North District completed this survey, Dr. Turner used a variety of descriptive statistics for each survey question and provided a summary of findings from this survey.

#### **Determining the effect of BWC adoption on officer knowledge and beliefs**

To determine the impact of BWC adoption on officer knowledge and beliefs, a collaboratively designed research instrument was used that captures officer knowledge about BWC as well as beliefs about BWC's, community, and policing. This survey instrument was provided to all officers in the North District on the first full day of the experiment (April 14, 2024), on the 45th day of the experiment, and the 90th day of the experiment. Additionally, all the officers in the South District received the same survey on the same days as the North District. The Southern District thus serves as a quasi-control group from which to compare changes between these officer groups. A repeated measures ANOVA using the responses from each time period with district (North vs. South) was applied as a fixed factor to predict each measure in the survey.

**Determining the effect of BWC adoption on community sentiment**

To determine the impact of BWC adoption on community sentiment, the existing SPIDR Tech survey data is used.<sup>6</sup> SPIDR Tech is a survey that is sent to every community member via text or email after an interaction with the police in Madison. This survey includes questions that assess satisfaction with officers and Madison PD as a whole. To determine if the BWCs had an effect, three models were applied to compare changes in satisfaction. First, the North District was compared during the experiment to the same period in the previous year in which BWCs were not worn. A predictive model that includes officer demographics and number of calls for service was used as a control. Second, using a similar model, these satisfaction scores from the experiment in the North District were compared to the other districts in Madison that are not in the experiment. Third, Dr. Turner compared the previous 90 days before the experiment in the North District to the 90-day experiment period.

**Determining the effect of BWC adoption on community and officer behavior**

To determine the impact of BWC adoption on community and officer behavior, the following data was used:

- Number of calls for service
- Number of reports written
- Number of citations and charges
- Type of calls for service
- Type of charges and citations

Using the analytical model from the previous section, this experiment determined if BWC had an effect on the North District during the experiment and the same time-period in the previous year in which BWC were not worn. Second, it compared each of these data sets during the experiment in the North District to the other districts in Madison that are not in the experiment. Finally, the experiment compared the previous 90 days before the experiment in the North District to the 90-day experiment period.

The data used for analysis and provided to Dr. Turner included:

- Daily technology usage survey data.
- The officer knowledge and beliefs survey conducted pre, during, and post the experiment period.
- All survey data from April 1, 2023 – August 10, 2024.
- Access to data related to city-wide 9-1-1 calls, incidents, citations, charges and reports from January 1, 2023 – August 10, 2024.

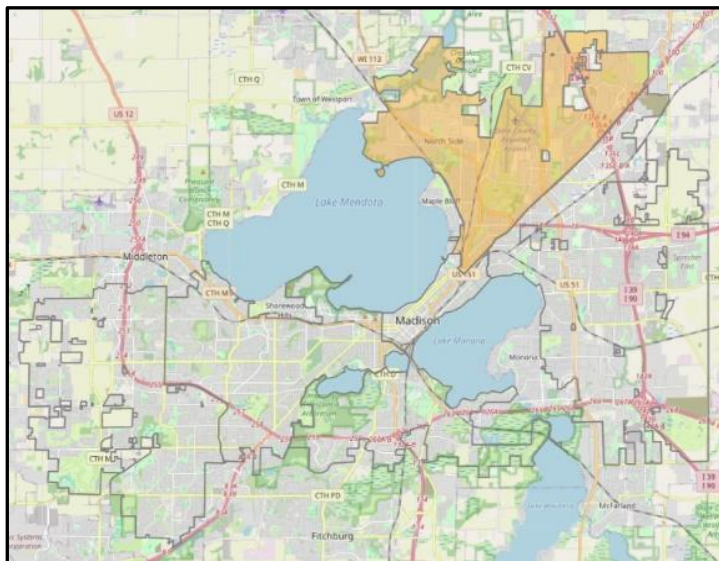
In addition to the data, time was provided to meet with community members and officers for interviews.

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<sup>6</sup> It has been in use for two years by MPD. For an example report:  
<https://www.cityofmadison.com/police/documents/QuarterlyDigestJulSep2024.pdf>

## Body Worn Camera Implementation and Deployment

BWC units were deployed in the North District (see Map 1). A single unit was assigned to each of the 41 patrol officers and sergeants.<sup>7</sup> Officers had the opportunity to try different mounting options during the experiment. A room was setup with a computer and docking stations to upload the video, recharge the units and label videos. Each unit has a replaceable battery and extra batteries were provided. A phone application (app) was available for officers to review or label video clips.



Map1: North District

Officer daily process during the experiment:

- 1- Retrieve unit, check battery charge, and test
- 2- Attach to uniform (see Figures 1 and 2)
- 3- Throughout shift, activate the unit as guided by policy
- 4- By end of shift, digitally label each video clip with the case number
- 5- Dock the unit in the charger and validate the videos are uploading (see Figures 3 and 4)
- 6- Complete the online survey at end of shift

<sup>7</sup> One officer resigned from the agency part way through the pilot study.





Figure 1 BWC Attached to Uniform



Figure 1 BWC Mounting Options



Figure 3 Docking Stations and Cameras



Figure 3 Camera in Docking Station

During the experiment, North District officers occasionally responded to answer 9-1-1 calls, assisted other officers, and responded as part of a special team outside of the North District. Conversely, officers from the five other districts may have assisted in the north district. When doing so, the North District officers continued to use their BWC. This occurred very infrequently, however, and had minimal impact on the data collected.

## Information from the Daily Survey

The daily survey provided feedback on technology, use, and interactions with people. The total number of entries at the conclusion of the experiment totaled 896.

During the time range of the experiment, North Officers and Sergeants were dispatched to 9,579 emergency and non-emergency 911 calls for service and self-initiated on 1,059 calls; this totaled

10,638 calls.<sup>8</sup> The daily survey summarizes the number of calls assigned to an officer each day. Table 1 only lists the categories with 100 or more calls and does not, therefore, total 10,638.

Table 1: 100 or more 9-1-1 per Category

9-1-1 Call Category	Dispatched	Self-Initiated	Total
Check Person	954	2	956
Stratified Policing	124	760	884
Check Property	695	52	747
Disturbance	740		740
Assist Citizen	450	2	452
Domestic Disturbance	452		452
Assist EMS/Fire	353		353
Information	317	2	319
Traffic Stop	296		296
Noise Complaint	274		274
911 Call Unintentional	266		266
Disturbance Unwanted Person	246		246
Phone Call	240	1	241
Safety Hazard	238		238
Assist Police	216	4	220
Attempt To Locate Person	212		212
Problem Solving Property	3	204	207
Follow-Up	202		202
911 Abandoned Call	188		188
Alarm	178		178
Preserve the Peace	143		143
911 Disconnect	142		142
911 Call Silent	138		138
Threats Complaint	136		136
Suspicious Vehicle	124	4	128
Accident Property Damage	118		118
Weapons Offense	117		117
Trespass	110		110
Suspicious Person	105		105
Adult Arrested Person	100	4	104
Theft	101		101

## Technology

The experiment used two questions on the survey to assess the reliability of the BWC technology - specifically whether the officers were experiencing malfunctions. 94% of the respondents identified that no malfunction occurred while using the unit. 52 respondents did have reliability issues related to the BWC units' batteries/charging, mounting/the unit fell off their uniform, accessibility of locating the correct button(s), uploading video, or "other." The largest percentage of the equipment malfunctions was related to the units falling off. This occurred primarily with

<sup>8</sup> There are over 100 categories of 9-1-1 call types, from accident to weapons, officers respond to.



magnetic mounts, when officers switched to another mount type these malfunctions no longer occurred.

Battery/Charging and uploading video malfunctions also occurred with a greater frequency at the beginning of the experiment. Working with the vendor, City Information Technology and MPD Information Management and Technology made several technical changes that reduced these issues. For example, it was determined that a continuous Bluetooth connection to a smartphone reduced battery life to less than eight hours. In response officers were encouraged to disconnect from the BWC app when it was not being actively used.

Did a malfunction occur while on-duty?		
Answer Choices	Percent	Count
Yes	5.83%	52
No	94.17%	840
	<b>Answered</b>	<b>892</b>
	<b>Skipped</b>	<b>4</b>

If a malfunction occurred, was it related to any of the following:		
Answer Choices	Percent	Count
Battery/Charging	23.40%	11
Mounting/Fell off Uniform	34.04%	16
Accessibility (locating and using buttons)	19.15%	9
Uploading Video	27.66%	13
Other - provide a brief explanation		37
	<b>Answered</b>	<b>47</b>
	<b>Skipped</b>	<b>849</b>

Officer Observation: *Just FYI- using the app, at the end of my 8 Hour shift, I had only 5% battery left, today, I used the app, but disconnected it while I was not actively tagging and after 9 Hours, I had 15% battery left, seems a good option.*

Officer Observation: *Video uploading took me past my 42 [end of shift] for a late call that was an arrest/priority. Took 30+minutes to upload 3 videos.*

Officer Observation: *Battery did not last 12 hour shift.*

## Interacting with the Public and Reporting

The SOP created for the BWC experiment included several areas regarding the operation of BWCs while interacting with the public (Appendix C). This included privacy, complying with requests from the public, when and when not to record, and muting while recording.

During the experiment when officers interacted with the public there were seldom instances when a victim, witness, or community member asked an officer to turn off the BWC. These amounted to less than one percent of interactions and officers complied with these requests.

During the experiment, video was reviewed 88 times (10%) prior to writing a report. Officers did not rely on video review to assist with reporting.

Was the body-worn camera reviewed to assist in crafting your police report?		
Answer Choices	Percentage	Count
Yes	9.94%	88
No	90.06%	797
		88
	Answered	885
	Skipped	11

One survey question asked if charges were added after review of the BWC by the officer or sergeant. In the 88 instances of review, no charges were added.

Officer Observation: *Due to the chaos of the call, when I got to interviewing students, I took limited or no notes, due to kids talking fast and to make it seem more conversational, and hopefully get more info that way. I confirmed my camera was recording, and was able to fully capture what they were saying, and used the video to help in my report. This helped the interview go faster as I was not pausing to write notes. My report took longer due to this, but was more accurate and saved time on-scene.*

Officer Observation: *Subject was arrested [sic] 15k in his pockets, and BWC gave me peace of mind that if he tries [sic] to say we stole it, that our cameras would say otherwise. He inevitably reported that there was supposed to be 16k there when the jail counted it.*

## Muting

BWC video continues recording even when the audio is muted. During the experiment, audio was muted for some duration 413 times (46%) during calls for service. Muting may occur while officers are listening to the radio where the information is not related to the event they are supporting, discussing investigations, conferring with a supervisor, or at a medical facility. There is utility in muting as it saves staff time during the redaction process when audio and video is reviewed and

redacted to comply with Wisconsin open records law. There were no indicators of misuse of the muting option on the BWC's during the experiment.

## Standard Operating Procedures and BWC use

Training on the SOP for north district officers was conducted prior to the start of the experiment. As with deploying any new technology or changing procedures, clarification in use may be necessary. This is no different with the experiment. The SOP identifies situations where the camera should be turned off to respect privacy or as requested. One question on the daily survey asked officers if they were unsure whether to keep the BWC recording. 82 times officers indicated they were unsure whether to keep recording. The areas of concern related to: hospitals, nudity, medical events, jail, transporting subjects, or standing on a perimeter at an event.

At any time during the shift were you unsure whether you needed to keep the camera on?		
Answer Choices	Percentage	Count
Yes	9.24%	82
No	90.76%	805
Comments		32
	Answered	887
	Skipped	9

Officer Observation: *Some confusion about use in ER with permission from victim, witnesses. Interviews with subjects were recorded with consent while in emergency rooms - uncertain if this applies to medical staff on ER floor (not specifically in a room)*

Officer Observation: *After an arrest and subject transported to jail in another officer's squad. Wasn't sure I needed to keep my camera recording while en route to jail if I don't have an arrestee in my squad.*

Over the course of the experiment, clarifications were provided to Officers. By late June no additional comments or questions regarding SOP and use were received.

## Public Records Requests and Redaction Process

The BWC experiment provides the opportunity to evaluate public interest in viewing the videos through public records requests and additionally, to evaluate redaction capabilities of the video management software. Included as part of the experiment, uploading, storage, and redaction of

videos was trialed. The original and complete video files were saved to the vendor cloud and protected from deletion or editing<sup>9</sup>. Only a copy of the file can be redacted using software tools.

Between April 1, 2024 and October 1, 2024, the public records team received 321 requests for video searches: inclusive of all districts. The timeframe is inclusive of the experiment and several months after the conclusion of the experiment, when requests may occur. Public records requests may continue to be received, there is no time limit to request video.

Of these 321 requests 207 were requests for body camera recordings, excluding dash camera and CCTV records. Every request required staff time to research and locate appropriate files. On average the time per search is roughly 20 minutes per request. This means that staff spent roughly 70 hours searching for videos associated with these requests. This step of the process is completed by a team of 5 Information Clerks.

The redaction process for body cameras is like the redaction process used for dash camera recordings. The Records Team reviews recordings in real time to identify either audio or visual parts of the recording that need to be withheld from release. These items include (but are not limited to) juvenile information, personally identifiable information (addresses, phone numbers, financial information), medical information or images, and unsubstantiated allegations of a crime.

In the BWC software system, videos are tagged with a case number. Records staff search for video using the associated case number. One call can have multiple video recordings depending on the number of officers involved in the call and the length of the call. Once videos are identified, they can be viewed in the BWC system. If redactions are needed, the videos are moved to a special redaction server within the system. Redactions are applied to this copy of the video. The software has tools for masking video (black boxes) or muting audio. This process can be time consuming as staff often need to rewatch the same section of video repeatably to make sure that the redactions have been applied correctly.

In some ways, BWC are very different from dash cameras. Public Records staff have noticed that officers often capture images of a community member's identification card. Another difference is the amount of graphic injury that is captured on film. Dash cameras are stationary and are often at some distance from the events. Body cameras are much closer to the interactions as they happen.

*Officer Observation: Subject reported that we planted drugs, and when I pointed out the camera, she reported that she did not know that, and that she does not think now that we planted evidence, and if she had noticed the camera would not have alleged that.*

Of the 207 requests 141 of them either resulted in no relevant records (NRR) or the request was a duplicate or withdrawn at some point in the process by the requestor.

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<sup>9</sup> These files will be retained in accordance with Wisconsin Public Records law and City of Madison records retention policy.

Of the remaining 66 requests, four (4) video requests were released in their full unredacted form, 30 video requests required redactions, 15 video requests were denied in accordance with Wisconsin public records laws, and 17 were still in the review process as of October 20th.

Of the 66 requests that went through the review process at least 34 of these requests were viewed in real time – if the video was twenty minutes in length, it was viewed for twenty minutes - to see if redactions were needed. 30 of these requests required redactions. These redactions required the real time viewing of 85 hours of video. When the redaction and administrative time is considered, the redactions require more than 180 hours of staff time. This work is done by a team of four (4) program assistants and the redactions are applied by two (2) lab technicians. This works out to approximately six (6) hours of staff time per request. The inclusion of BWC as a public record has an impact on staff and processing time.

## Summary

Research in the use and application of BWC has been occurring at the national level for two decades. Research literature and reports on the topic are abundant.<sup>10</sup> This experiment was developed to answer questions raised by the Madison City Council, residents, and the Police Body-Worn Camera Feasibility Review Committee. MPD takes the concerns and interests of residents seriously. The research question and methodology were designed to understand the affect BWC have on officers and their interactions with people.

With research it is important to identify limitations. The limitations of the experiment are the short duration (90 days), small number of officers (42), evaluation within only one district (North), and the short time to complete the research and analysis and write the report<sup>11</sup>. This limited the amount of time to complete interviews and further analyze data. There was no opportunity to conduct post-experiment analysis (additional surveys and post experiment data tracking and analysis).<sup>12</sup>

Even with limitations there are several findings.

First, the effect of BWC on safety in Madison based on the research indicates officers carried out their duties without changing behaviors. This may be due to the fact officers currently wear audio recording devices and have dash cameras in patrol vehicles, so the transition to wearing BWCs was not completely new.

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<sup>10</sup> For example see: <https://www.justice.gov/iso/opa/resources/472014912134715246869.pdf> or <https://www.urban.org/urban-wire/what-can-policymakers-expect-body-worn-cameras-law-enforcement-after-decade-use> or [https://nij.ojp.gov/topics/articles/research-body-worn-cameras-and-law-enforcement?utm\\_source=google&utm\\_medium=cpc&utm\\_campaign=2024search-nij&utm\\_term=policy%20body%20cameras&utm\\_content=bodyworncameras&gad\\_source=1&gclid=EAlaQobChMlufnDis3AiQMvYDcIBR0vWBdvEAMYASAAEgIOr\\_D\\_BwE](https://nij.ojp.gov/topics/articles/research-body-worn-cameras-and-law-enforcement?utm_source=google&utm_medium=cpc&utm_campaign=2024search-nij&utm_term=policy%20body%20cameras&utm_content=bodyworncameras&gad_source=1&gclid=EAlaQobChMlufnDis3AiQMvYDcIBR0vWBdvEAMYASAAEgIOr_D_BwE) or [https://icma.org/articles/pm-magazine/pm-article-body-worn-police-cameras-separating-fact-fiction?gad\\_source=1&gclid=EAlaQobChMlufnDis3AiQMvYDcIBR0vWBdvEAMYAIAAEgIByfD\\_BwE](https://icma.org/articles/pm-magazine/pm-article-body-worn-police-cameras-separating-fact-fiction?gad_source=1&gclid=EAlaQobChMlufnDis3AiQMvYDcIBR0vWBdvEAMYAIAAEgIByfD_BwE) or <https://www.tandfonline.com/doi/full/10.1080/15614263.2024.2328664#abstract>

<sup>11</sup> The pilot ended on July 14<sup>th</sup> and the report submitted on November 15<sup>th</sup>.

<sup>12</sup> Outside of this report there is the opportunity to conduct follow-up research and publish the findings.

Second, when officers or sergeants reviewed video additional charges were not added. Again, this may be due to audio and dash camera technology in place, as well as report writing procedures and training.

Third, technical issues related to battery life and uploading time were addressed and corrected during the experiment. These issues did not significantly impact use by officers. At worse, they were a source of frustration.

Fourth, with existing audio and dash cameras officers currently record sensitive information. The BWC extends this by recording video. Officers expressed concern over privacy and how the SOP guided use at hospital and private home locations.<sup>13</sup>

Fifth, BWC may aid in furthering trust building and providing transparency. Existing audio and dash camera records are accessible via open records requests, they are used to investigate complaints, and by the District Attorney for court proceedings. Trust building and transparency is more than technology; it is built on community engagement, conversations, and understanding the needs of people we serve. MPD does not see BWC as a panacea. Rather BWC should be seen as one element of engagement.

Sixth, the experiment demonstrated an increased workload on Public Records staff to respond to records requests. The estimate of 180 hours of time to process requests reflects only 90 days and one District. Extrapolating this value across a year and for all six districts the time totals to approximately two full time positions. This does not include other needed supporting positions (video forensic specialists or information technology).

*Officer Observation: Still absolutely love these things. Literally everyone I've talked to does not want to turn these back in. We'd rather keep them. It's so beneficial in today's policing to have these on every single patrol officer. These are an absolute need for the department and should be the first big purchase the department makes next*

## Acknowledgements

This report is the result of many people being vested, involved, and contributing; too many to name individually. First, the officers who participated in the experiment by testing the BWC, participating in surveys, and agreeing to be interviewed. Second, members of the BWC steering committee who developed the SOP, participated in research and writing, and developing the cost estimate. Third, Dr. Turner. Fourth, City Council for facilitating the experiment. Fifth, the residents of Madison and

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<sup>13</sup> All SOPs with MPD are systematically reviewed and necessary updating and clarifications made. The BWC SOP would be included in this process. The quarterly report to City Council includes those SOPs that have undergone review and updating during the quarter. If BWCs are adopted in the future, the SOP would be reviewed to address concerns brought forth during the pilot



members of the Police Body-Worn Camera Feasibility Review Committee who are vested in ensuring the technology is evaluated. Thank you.

## Appendices

Appendix A: Dr. Turner's report. This report refers to the BWC experiment as a pilot.

Appendix B: Cost Estimate

Appendix C: BWC SOP

## Appendix A<sup>14</sup>

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<sup>14</sup> Note the report was converted from a PDF to a Word document to merge into this report. There are minor formatting changes due to the conversion. The original PDF is available upon request. The page numbers of the report's table of contents do not align with the page number of the full report.

# *MADISON POLICE DEPARTMENT BODY-WORN CAMERA PILOT*

Research and Analysis

Turner, Broderick

Broderick.turner@gmail.com

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## Research Summary

The following research was prepared by Broderick L. Turner, Ph.D. under a contract with the Madison Police Department. All analysis was done by Broderick L. Turner, Ph.D. independently on data provided by the Madison Police Department in accordance with their data policies unless otherwise noted. The following report is the culmination of more than 18 months of work between Broderick L. Turner, Ph.D. and the Madison Police Department. Broderick Turner, Ph.D. and the Madison Police Department co-designed the BWC pilot over six consultation meetings of one hour each, and travel to Madison twice during the period.

The goal of this research report is to uncover the effect of the Body Worn Camera pilot conducted in Madison's North district from April 1, 2024, till June 30, 2024. In particular, this report aims to isolate if the introduction of Body Worn Cameras (BWC) to patrol officers in Madison's North district has an effect on 1) officer knowledge and beliefs about BWC, 2) community attitudes and beliefs towards the Madison Police Department and BWC, 3) officer and community interactions.

Overall, this research uncovers that the introduction of BWC in the North district does improve officer knowledge about BWC but has limited effect on their beliefs and attitudes about BWC. Second, from post-police interaction surveys, this research finds that there is negligible change to community attitudes and beliefs towards the Madison Police Department due to the pilot. However, focus groups with community members in the North district do reveal that community members have privacy concerns about BWC. Third, in exploring data on cases, arrests, and citations, this research finds that the BWC pilot has no detectable effect on these metrics.

In the following sections this report covers a brief overview of previous BWC research and their effects on community and officers. Next, it goes over the research design. Third, it outlines the available data for analysis. Fourth, provides analysis and interpretations of these data. Fifth, it provides an overview of the qualitative data collected during the pilot. Finally, it provides limitations and considerations for future research.

## Brief Overview of BWC's and their effects on community and officers

There is a host of research that has examined the effectiveness of body-worn cameras from a variety of dimensions. This includes the effect of BWC on policing outcomes, which includes measuring changes in use of force, civilian complaints, and officer attitudes<sup>15</sup>. The largest study included a large-scale field experiment with more than two-thousand officers over a seven-month period and found that officers randomly assigned to receive body worn cameras or not did not significantly impact police behavior. Researchers have also measured body worn camera effects on citizen perception of officers and their views on privacy. The largest review to date found across 70 empirical papers that BWCs have not had "statistically significant or consistent effects on most measures of officer and citizen behavior or citizens' views of police."<sup>16</sup>

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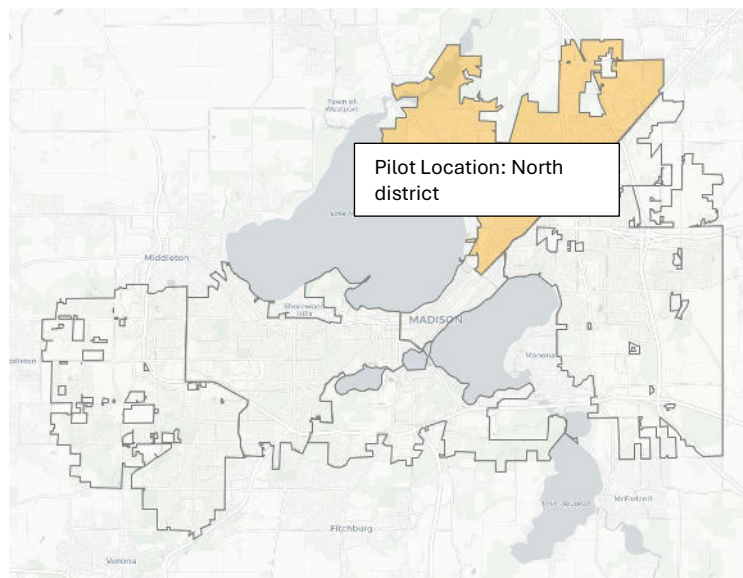
<sup>15</sup> Yokum, D., Ravishankar, A., & Coppock, A. (2019). A randomized control trial evaluating the effects of police body-worn cameras. *Proceedings of the National Academy of Sciences*, 116(21), 10329-10332.

<sup>16</sup> Lum, C., Stoltz, M., Koper, C. S., & Scherer, J. A. (2019). Research on body-worn cameras: What we know, what we need to know. *Criminology & public policy*, 18(1), 93-118.

Experimentally, there is research to suggest that having access to video footage increases the likelihood that officers are held accountable for negative actions<sup>17</sup>. However, the type of footage matters, as it is possible that the limited angle of BWC may obscure an officer's body<sup>18</sup>. Regardless, the work on body cams and their impact on communities cannot be generalized from community to community. Thus, it was appropriate for Madison to consider how BWC might impact their community.

## BWC Pilot Design

The BWC Pilot took place in Madison's North district. The North district covers the Northeast side of Madison and includes Madison College, Warner Park, East High School, and the Dane County Airport. Boundaries of the district are River Rd and Cherokee Wildlife Area to the North, E. Washington Ave (HWY 151) to the South, Lake Mendota, Village of Maple Bluff, and Yahara River to the West, and Anderson Rd and Hoepker Rd to the East. It includes the neighborhoods of Sherman, Brentwood Oaks, Mayfair Park, Carpenter Ridgeway, and Eken Park, among others, is reflective of both the current and growing diversity of Madison. In terms of racial demographics, the North district is 59.9% White, 15.6% Black, 9.4% Hispanic, and 5% Asian. Given the racial and ethnic diversity in the North district, it was chosen as the pilot district as it allows the opportunity to consider if the BWC pilot affects a multiply racialized community. The pilot lasted 90 days starting on April 1, 2024. In total, 41 officers from the North district participated. No new officers joined the North district from other districts or left the North district for other districts during this pilot. This lack of movement is important, as it better allows the research team to isolate any effect of introducing BWC's.



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<sup>17</sup> Turner, B. L. (2020). *The Hierarchical Impact of Visual Perspective on Intentionality* (Doctoral dissertation, Northwestern University).

<sup>18</sup> Turner, B. L., Caruso, E. M., Dilich, M. A., & Roese, N. J. (2019). Body camera footage leads to lower judgments of intent than dash camera footage. *Proceedings of the National Academy of Sciences*, 116(4), 1201-1206.

*Figure 1. The North district, highlighted in yellow, was chosen as the BWC pilot district.*

## Data Overview

The following data was provided by the Madison Police Department for analysis in relation to the BWC pilot.

- 1) Officer Beliefs: During this BWC pilot participating officers from the North district responded to three surveys about their knowledge and beliefs about BWC. These surveys were provided at the start of the pilot on April 11, 2024, the mid-point of the pilot on May 30, 2024, and after the completion of the pilot on July 15, 2024. To provide a comparison group to isolate the effect of the BWC pilot, officers from the South district were also provided the same survey on these same dates. The South district was chosen as the comparison group as it is the most similar to the North district in terms of geography and demographics<sup>19</sup>.
- 2) Community Beliefs: Data was provided from the Victim Acknowledgment Message (VAM) Survey. These messages are sent by community engagement research firm, Versaterm SPIDR Tech<sup>20</sup> as a text message with survey link 3 days after a police-community member interaction. The analyzed data included survey responses from January 1, 2024, until September 7, 2024, covering 90 days before the pilot, and 69 days after the pilot was complete.
- 3) Officer-Community Interactions: Data was provided for the daily arrests, citations, and cases from all districts in Madison from January 1, 2024, till August 28, 2024.
- 4) Qualitative Officer-Community Beliefs: Two focus groups were conducted with 5 community members from Madison at the beginning of the pilot on April 18, 2024, and after the completion of the pilot on August 9, 2024. In addition, two one-on-one in-depth interviews with police officers from North district regarding the pilot program on body worn cameras were conducted on August 9, 2024, and August 13, 2024. These officers were selected from several officers who volunteered to be interviewed. The names of the officers selected were not shared with MDP to ensure their anonymity.

## Officer Beliefs

### Method

A total of 38 officers in the North district and 27 Officers in the South districts participated in this survey. They were provided a survey via their email on three dates, April 11, 2024, May 30, 2024, and July 15, 2024. Participants indicated how knowledgeable they were about BWC (Knowledge; How knowledgeable are you on the use of BWC by police? 1 = Not at all knowledgeable, 2 = Slightly knowledgeable, 3 = Moderately knowledgeable, 4 = Very knowledgeable, 5 = Extremely knowledgeable), and their beliefs about the usefulness of BWC (i.e., BWC are a useful tool for policing), their beliefs about BWC in terms of accountability (Accountability; i.e., BWC improve accountability for police), their beliefs about BWC in terms of improving officer safety (Officer Safety; i.e., BWC improve officer safety), their beliefs about BWC in terms of improving community safety (Community Safety; i.e., BWC improve officer community safety) and beliefs about BWC in terms of changing their behavior as an officer (Behavior Change; i.e., BWC will change my behavior while doing my job). Each of these five measures was measured on a Likert agreement scale (i.e.,

<sup>19</sup> The South District covers the South side of Madison and includes Madison College south, Penn Park, Alliant Energy Center, Veterans Memorial Coliseum, and UW Arboretum. Boundaries of the district are to Lake Wingra and Haywood Dr to the North, Libby Rd and Post Rd to the south, Manitou Way and Seminole Hwy to the West, and Lake Monona and Lake Waubesa to the east. In terms of racial demographics, the North district is 46.7% White, 10.6% Black, 24.5% Hispanic, and 4.2% Asian.

<sup>20</sup> <https://www.versaterm.com/spidr-tech>



How much do you agree with the following statements using a scale of 1-5; 1 = Strongly disagree; 2 = Disagree; 3 = Neither disagree or agree; 4 = Agree; 5 = Strongly Agree). For ease of interpretability, all measures were analyzed as continuous.

## Results and Discussion

For each measure we conducted an ANOVA with time of survey as a fixed factor (Early, During, Post), district as a fixed factor (North, South) and their interaction predicting each variable (i.e., Knowledge, Usefulness, Accountability, Officer Safety, Community Safety, Behavior Change). Only officer knowledge had a significant interaction ( $F(2, 149) = 5.178, p = 0.0067$ ). In particular, there was no difference in reported BWC knowledge in the South district, ( $M_{\text{early}} = 2.56, SD = 0.801, M_{\text{during}} = 2.15, SD = 0.555, M_{\text{post}} = 2.45, SD = 0.887, p_s = N.S.$ ). However, in the North district, each survey resulted in a higher report of BWC knowledge ( $(M_{\text{early}} = 2.87, SD = 0.935, M_{\text{during}} = 3.29, SD = 0.713, M_{\text{post}} = 3.66, SD = 0.721)$ ), such that those officers in the final survey reported a significant gain in BWC knowledge (TukeyHSD,  $\text{diff} = 0.787, p = 0.001$ ). Given the usage of BWCs in the North District, an increase in BWC knowledge compared to the South district, which was not assigned BWCs, should be expected. Overall, these results suggest that the BWC pilot increased officer knowledge of BWC but did not impact their other beliefs about BWC (Usefulness, Accountability, Officer Safety, Community Safety, Behavior Change).

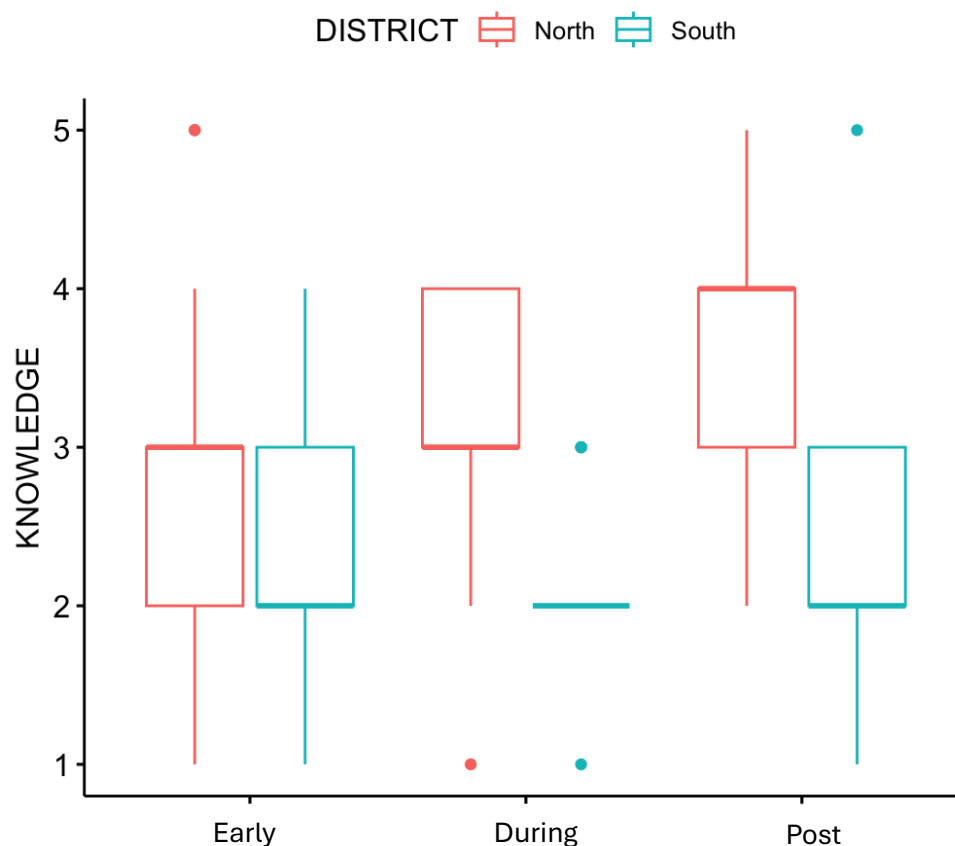


Figure 2. Box and Whisker Plot of change in BWC knowledge by district and time

Table 1A – E, North vs. South District Officer BWC Beliefs

### A. Knowledge

	N	early(M)	SD	N	during(M)	SD	N	post(M)	SD
NORTH	38	2.87	0.935	28	3.29	0.713	29	3.66	0.721
SOUTH	27	2.56	0.801	13	2.15	0.555	20	2.45	0.887

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT						
(a)	1	23.43	23.432	36.4	1.22E-08	***
TIME (b)	2	5.05	2.527	3.926	0.0218	*
a X b	2	6.67	3.333	5.178	0.0067	**
Residuals	149	95.92	0.644			

## B. Usefulness

	N	early(M)	SD	N	during(M)	SD	N	post(M)	SD
NORTH	38	4.58	0.919	28	4.68	0.612	29	4.69	0.891
SOUTH	27	4.56	0.751	13	4.38	0.65	20	4.4	1.1

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT						
(a)	1	1.19	1.1853	1.674	0.198	N.S.
TIME (b)	2	0	0.0007	0.001	0.999	N.S.
a X b	2	0.67	0.3349	0.473	0.624	N.S.
Residuals	150	106.22	0.7081			

## C. Accountability

	N	early(M)	SD	N	during(M)	SD	N	post(M)	SD
NORTH	38	4.29	1.06	28	4	1.16	29	3.83	1.39
SOUTH	27	4.22	1.05	13	3.85	1.14	20	4.05	1.19

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT						
(a)	1	0	0.004	0.003	0.957	N.S.
TIME (b)	2	3.87	1.9349	1.421	0.245	N.S.
a X b	2	0.97	0.4875	0.358	0.7	N.S.
Residuals	150	204.23	1.3615			

## D. Officer Safety

	N	early(M)	SD	N	during(M)	SD	N	post(M)	SD
NORTH	38	3.55	1.31	28	3.57	1.23	29	3.52	1.4
SOUTH	27	3.82	1.36	13	3.62	1.04	20	4	1.17

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT						
(a)	1	2.71	2.7083	1.634	0.203	N.S.
TIME (b)	2	0.13	0.0633	0.038	0.963	N.S.
a X b	2	1.22	0.6085	0.367	0.693	N.S.
Residuals	150	248.61	1.6574			

## E. Community Safety

	N	early(M)	SD	N	during(M)	SD	N	post(M)	SD
NORTH	38	3.47	1.41	28	3.36	1.25	29	3.48	1.33
SOUTH	27	3.7	1.38	13	3.38	1.39	20	3.85	1.23

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT						
(a)	1	2.23	2.2314	1.256	0.264	N.S.
TIME (b)	2	1.54	0.7687	0.433	0.65	N.S.
a X b	2	0.55	0.2738	0.154	0.857	N.S.
Residuals	150	266.52	1.7768			

Note: Significance codes: 0 ‘\*\*\*’ 0.001 ‘\*\*’ 0.01 ‘\*’ 0.05 ‘.’ 0.1 ‘ ’ 1 N.S. = non-significant

## Community Beliefs

## Method

Data was provided from the Victim Acknowledgment Message (VAM) Survey. These messages are sent by community engagement research firm, Versaterm SPIDR Tech as a text message with survey link 3 days after a police-community member interaction. The analyzed data included survey responses from January 1, 2024, until September 7, 2024, covering 90 days before the pilot, and 69 days after the pilot was complete. In total, 2633 messages were sent in this time period. 513 individuals started the survey, and 19% of the total completed the survey.

Participants indicated their overall satisfaction (Satisfaction, i.e., How satisfied are you overall with the Madison Police Department?; 1 = Very dissatisfied, 2 = Dissatisfied, 3 = Neither satisfied nor dissatisfied, 4 = Satisfied, 5 = Very Satisfied), and their satisfaction with the department’s professionalism (Professionalism; i.e., How satisfied were you with the professionalism of the Madison Police Department personnel that you interacted with?; 1 = Very dissatisfied, 2 = Dissatisfied, 3 = Neither satisfied nor dissatisfied, 4 = Satisfied, 5 = Very Satisfied).

Participants responded to an agreement scale (Please indicate if you agree with the following statement; 1 = Almost never, 2 = Some of the time, 3 = Most of the time) for items that considered the department’s fairness (i.e., Officers in the Madison Police Department treat people fairly), community concern (i.e., Officers in the Madison Police Department show concern for community members), respectfulness (i.e.,

Officers in the Madison Police Department are respectful), and responsiveness (i.e., Officers in the Madison Police Department are responsive to the concerns of the community), and trust (i.e, I trust the Madison police department).

Participants also responded to their perception of safety (Safety Perceptions i.e., How safe do you feel living / being in the city of Madison?, 1 = Not Safe at All, 2 = Not Safe, 3 = Neither Safe or Unsafe, 4 = Safe, 5 = Extremely Safe), their worry about violent crime (i.e., How worried are you with violent crime (batteries, guns, robberies, sexual assaults) in your neighborhood?) and property crime (How worried are you with property crime (burglaries, stolen cars, theft from autos) in your neighborhood?; 1 = Not worried at all, 2 = Somewhat worried, 3 = Very worried).

Participants also indicated whether or not the officer explained themselves (Explain, i.e., The officer sufficiently explained his or her actions and procedures, 1 = Agree, 0 = Disagree); and if the correspondence was helpful (Helpfulness, i.e., Did you find the electronic correspondence sent by the Madison Police Department helpful?, 1 = Yes, 0 = No). For ease of interpretability, all measures were analyzed as continuous.

## Results and Discussion

For each measure we conducted an ANOVA with time of survey as a fixed factor (Before the Pilot, During the Pilot, After the Pilot), district as a fixed factor (North as the treatment district, and all other districts as the control) and their interaction predicting each variable (i.e., Satisfaction, Professionalism, Fairness, Community Concern, Respectfulness, Responsiveness, Trust, Safety Perceptions, Worry about Property Crime, Worry about Violent Crime, Explain, Helpfulness). If the BWC pilot had an effect on any of these community belief variables one would expect that there is an interaction effect with the time of the survey and the district in which the survey was administered. However, for none of the collected measures is there a significant interaction of time and district, indicating that the BWC pilot had little to no effect on these measures.

Tables 2A – F, North vs. All Districts VAM survey responses by time

A. Satisfaction									
	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	24	3.96	1.33	27	3.74	1.35	16	4.25	1.18
East	30	3.63	1.3	25	3.8	1.32	16	4.12	1.2
Midtown	19	4	1.41	12	4.25	0.97	16	4.12	1.2
<b>North</b>	<b>14</b>	<b>3.93</b>	<b>1.14</b>	<b>22</b>	<b>3.91</b>	<b>1.34</b>	<b>9</b>	<b>4.33</b>	<b>1</b>
South	12	3.67	0.78	9	3.78	1.3	20	3.85	1.23
West	20	4.3	1	15	3.8	1.47	12	3.75	1.54

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	0.3	0.2509	0.16	0.69	N.S.
TIME (b)	2	2.3	1.1351	0.723	0.486	N.S.
a X b	2	0.4	0.2199	0.14	0.869	N.S.

Residuals	312	489.5	1.569
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## B. Professionalism

	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	24	4.29	1.04	27	4.26	1.26	16	4.5	0.82
East	30	4.13	1.33	25	4.24	1.2	16	4.25	1.24
Midtown	19	4.32	1.29	12	4.58	0.67	16	4.38	1.26
<b>North</b>	<b>14</b>	<b>4.29</b>	<b>0.91</b>	<b>22</b>	<b>4.18</b>	<b>1.33</b>	<b>9</b>	<b>4.33</b>	<b>1</b>
South	12	4.42	0.79	9	3.89	1.27	20	4.15	1.04
West	20	4.55	0.94	15	4.13	1.41	12	4.17	1.27

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	0.1	0.0546	0.042	0.838	N.S.
TIME (b)	2	0.4	0.2	0.153	0.859	N.S.
a X b	2	0.1	0.0293	0.022	0.978	N.S.
Residuals	312	409.1	1.3113			

## C. Fairness

	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	24	2.67	0.48	25	2.72	0.54	16	2.69	0.6
East	30	2.67	0.61	25	2.8	0.41	15	2.73	0.59
Midtown	19	2.63	0.76	12	2.92	0.29	15	2.73	0.59
<b>North</b>	<b>12</b>	<b>2.75</b>	<b>0.45</b>	<b>22</b>	<b>2.73</b>	<b>0.55</b>	<b>9</b>	<b>2.78</b>	<b>0.44</b>
South	12	2.75	0.62	9	2.56	0.73	18	2.89	0.32
West	20	2.75	0.55	15	2.67	0.72	12	2.67	0.65

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	0.02	0.01687	0.055	0.815	N.S.
TIME (b)	2	0.21	0.10583	0.344	0.709	N.S.
a X b	2	0.05	0.02258	0.073	0.929	N.S.
Residuals	304	93.42	0.3073			

## D. Community Concern

	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	24	2.79	0.41	25	2.56	0.71	16	2.75	0.58
East	29	2.69	0.6	25	2.72	0.54	15	2.87	0.35
Midtown	19	2.74	0.65	12	2.83	0.39	15	2.87	0.35

<b>North</b>	<b>14</b>	<b>2.5</b>	<b>0.65</b>	<b>22</b>	<b>2.73</b>	<b>0.55</b>	<b>9</b>	<b>2.78</b>	<b>0.67</b>
South	12	2.67	0.65	9	2.56	0.53	16	2.81	0.4
West	20	2.8	0.52	15	2.6	0.74	12	2.67	0.65

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	0.14	0.1412	0.451	0.502	N.S.
TIME (b)	2	0.73	0.3633	1.16	0.315	N.S.
a X b	2	0.73	0.3665	1.17	0.312	N.S.
Residuals	303	94.9	0.3132			

## E. Respectfulness

	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	24	2.79	0.41	26	2.69	0.55	16	2.88	0.34
East	28	2.75	0.52	25	2.8	0.41	15	2.87	0.35
Midtown	19	2.63	0.68	12	2.92	0.29	15	2.87	0.35
<b>North</b>	<b>14</b>	<b>2.64</b>	<b>0.5</b>	<b>22</b>	<b>2.82</b>	<b>0.39</b>	<b>9</b>	<b>2.78</b>	<b>0.44</b>
South	12	2.67	0.65	9	2.56	0.53	16	2.94	0.25
West	20	2.8	0.52	15	2.73	0.7	12	2.83	0.39

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	0.02	0.0235	0.104	0.747	N.S.
TIME (b)	2	0.99	0.4973	2.206	0.112	N.S.
a X b	2	0.27	0.1335	0.592	0.554	N.S.
Residuals	303	68.31	0.2254			

## F. Responsiveness

	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	23	2.7	0.47	26	2.5	0.71	15	2.67	0.72
East	28	2.54	0.64	25	2.68	0.56	15	2.8	0.41
Midtown	19	2.68	0.67	12	2.67	0.49	15	2.87	0.35
North	14	2.43	0.65	22	2.73	0.63	9	2.67	0.71
South	12	2.58	0.67	9	2.56	0.53	16	2.88	0.34
West	19	2.79	0.63	15	2.67	0.72	12	2.5	0.8

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	0.08	0.0758	0.209	0.648	N.S.
TIME (b)	2	0.76	0.3819	1.052	0.351	N.S.
a X b	2	0.88	0.4381	1.206	0.301	N.S.



Residuals	300	108.94	0.3631
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G. Trust									
	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	24	2.71	0.46	26	2.65	0.56	16	2.75	0.58
East	30	2.6	0.67	25	2.6	0.65	15	2.73	0.46
Midtown	19	2.58	0.77	12	2.67	0.49	15	2.8	0.41
<b>North</b>	<b>14</b>	<b>2.5</b>	<b>0.52</b>	<b>22</b>	<b>2.64</b>	<b>0.66</b>	<b>9</b>	<b>2.67</b>	<b>0.71</b>
South	12	2.5	0.8	9	2.44	0.73	17	2.82	0.39
West	19	2.63	0.68	15	2.67	0.72	12	2.67	0.65

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	0.13	0.129	0.353	0.553	N.S.
TIME (b)	2	1.16	0.5779	1.583	0.207	N.S.
a X b	2	0.14	0.0718	0.197	0.822	N.S.
Residuals	305	111.37	0.3651			

H. Safety Perceptions									
	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	24	4	1.1	27	3.89	1.19	16	4.06	0.68
East	29	3.72	1	24	3.79	0.66	15	3.53	1.25
Midtown	19	4.05	1.27	12	4.08	0.79	16	4.19	0.75
<b>North</b>	<b>14</b>	<b>3.29</b>	<b>1.07</b>	<b>22</b>	<b>3.77</b>	<b>1.07</b>	<b>9</b>	<b>3.78</b>	<b>0.44</b>
South	12	3.25	1.36	9	3.44	0.73	17	3.82	0.95
West	19	3.89	1.2	15	3.67	1.35	12	3.08	1.16

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	1.3	1.279	1.147	0.285	N.S.
TIME (b)	2	0.2	0.0832	0.075	0.928	N.S.
a X b	2	2.2	1.1199	1.005	0.367	N.S.
Residuals	305	340	1.1148			

I. Worry about Violent Crime									
	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	24	1.62	0.71	27	1.59	0.64	15	1.67	0.72
East	30	1.87	0.57	24	1.58	0.72	15	2	0.85
Midtown	19	1.63	0.68	12	1.42	0.67	15	1.47	0.64
<b>North</b>	<b>14</b>	<b>2</b>	<b>0.68</b>	<b>22</b>	<b>1.77</b>	<b>0.69</b>	<b>9</b>	<b>1.78</b>	<b>0.67</b>

South	12	1.67	0.78	9	1.78	0.44	17	1.76	0.56
West	19	1.63	0.68	15	1.8	0.77	12	1.67	0.78

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	1.05	1.0498	2.268	0.133	N.S.
TIME (b)	2	0.65	0.3233	0.698	0.498	N.S.
a X b	2	0.3	0.1492	0.322	0.725	N.S.
Residuals	304	140.7	0.4628			

## J. Worry about Property Crime

	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	24	1.88	0.8	27	1.89	0.51	16	1.69	0.6
East	30	2.1	0.4	25	2	0.76	15	2.33	0.62
Midtown	19	1.74	0.73	12	1.92	0.67	15	2	0.65
<b>North</b>	<b>14</b>	<b>2.07</b>	<b>0.73</b>	<b>22</b>	<b>2.09</b>	<b>0.61</b>	<b>9</b>	<b>2.11</b>	<b>0.6</b>
South	12	2.08	0.9	9	2	0.5	17	2.12	0.6
West	19	1.74	0.56	15	2	0.65	12	1.75	0.75

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	0.77	0.7691	1.801	0.181	N.S.
TIME (b)	2	0.24	0.1213	0.284	0.753	N.S.
a X b	2	0.01	0.0031	0.007	0.993	N.S.
Residuals	306	130.66	0.427			

## K. Explain

	Before		During		After	
	AGREE	DISAGREE	AGREE	DISAGREE	AGREE	DISAGREE
Central	21	3	20	5	14	2
East	24	5	21	3	15	0
Midtown	17	2	11	1	12	2
<b>North</b>	<b>10</b>	<b>3</b>	<b>21</b>	<b>1</b>	<b>8</b>	<b>1</b>
South	9	3	7	2	16	0
West	19	0	12	3	8	1

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	0	0.00406	0.038	0.846	N.S.
TIME (b)	2	0.24	0.11836	1.1	0.334	N.S.
a X b	2	0.38	0.18939	1.76	0.174	N.S.

Residuals	296	31.85	0.10759
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	L. Helpfulness					
	Before		During		After	
	NO	YES	NO	YES	NO	YES
Central	4	20	5	21	1	15
East	6	23	3	22	1	13
Midtown	2	16	0	12	3	13
<b>North</b>	<b>2</b>	<b>12</b>	<b>1</b>	<b>20</b>	<b>1</b>	<b>7</b>
South	5	7	3	6	1	16
West	1	18	3	12	3	9

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	0.14	0.14343	1.135	0.288	N.S.
TIME (b)	2	0.14	0.07065	0.559	0.572	N.S.
a X b	2	0.09	0.04343	0.344	0.709	N.S.
Residuals	301	38.03	0.12635			

Note: Significance codes: 0 '\*\*\*' 0.001 '\*\*' 0.01 '\*' 0.05 '.' 0.1 ' ' 1 N.S. = non-significant

## Officer-Community Interaction

### Method

Data was provided for the daily arrests, citations, and cases from all districts in Madison from January 1, 2024, through August 28, 2024. To isolate the effect of the BWC pilot on these variables we used a difference in differences design. Difference in differences is a statistical technique which attempts to mimic an experimental research design with observational study data<sup>21</sup>. It is often used in econometrics and quantitative research in the social sciences. In a difference in differences, one is able to study the differential effect of a treatment group, in this case the North district, versus a control group, which would be all the other districts in which data is available. Using the difference in differences, we are able to calculate the effect of the BWC pilot by comparing changes overtime. In particular, this research aims to uncover if the number of arrests, citations, or cases per day changes as a result of the BWC pilot. In total, across all the reporting districts in Madison (North, Central, East, Midtown, South, West) there were 9813 citations issued, 5506 cases, 11,514 arrests made. Moreover, it is possible that the inclusion of BWC allows for officers to change the number of citations they are able to write because they would conceivably have the ability to review BWC footage and update their citations. If this is the case, we should be able to detect if this hypothesis is

<sup>21</sup> Dougherty, C. (2011). *Introduction to econometrics*. Oxford university press, USA.

viable by exploring citations per case across the three time periods with available data – before the pilot, during the pilot, and after the pilot.

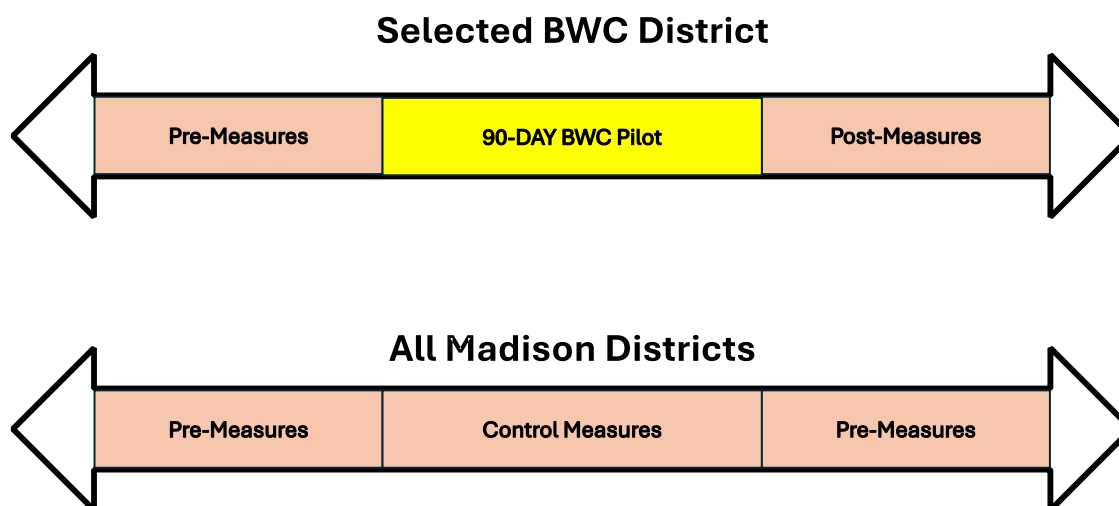


Figure 3. Difference in Difference Design

## Results

First, in examining the effect of the BWC pilot (i.e., North district between April 1, 2024, and June 30, 2024) the difference in differences analysis finds that there is no effect of the BWC pilot on arrests, cases, or citations.

Table 3A -B, DiD Results for BWC Pilot

A. Arrests					
	Estimate	Std. Error	t-value	p-value	Sig.
Intercept	7.5879	0.3482	21.792	<0.0001	***
TIME (a)	0.7593	0.5655	1.343	0.18	N.S.
TREATMENT (b)	1.0631	0.8529	1.246	0.213	N.S.
<b>DiD (a X B)</b>	<b>-0.9048</b>	<b>1.3851</b>	<b>-0.653</b>	<b>0.514</b>	<b>N.S.</b>

Residual standard error: 9.504 on 1436 degrees of freedom

Multiple R-squared: 0.00206, Adjusted R-squared: -2.487e-05

F-statistic: 0.9881 on 3 and 1436 DF, p-value: 0.3975

B. Cases					
	Estimate	Std. Error	t-value	p-value	Sig.
Intercept	3.5638	0.1122	31.775	<.0001	***
TIME (a)	0.1813	0.1821	0.995	0.32	N.S.
TREATMENT (b)	1.1544	0.2747	4.202	<.0001	***
<b>DiD (a X B)</b>	<b>-0.0203</b>	<b>0.4462</b>	<b>-0.045</b>	<b>0.964</b>	<b>N.S.</b>

Residual standard error: 3.061 on 1436 degrees of freedom

Multiple R-squared: 0.01993, Adjusted R-squared: 0.01789  
 F-statistic: 9.736 on 3 and 1436 DF, p-value: 2.323e-06

C. Citations					
	Estimate	Std. Error	t-value	p-value	Sig.
Intercept	6.50464	0.35457	18.345	<0.0001	***
TIME (a)	1.01405	0.57822	1.754	0.0797	.
TREATMENT (b)	-0.83576	0.86852	-0.962	0.3361	N.S.
<b>DiD (a X B)</b>	<b>-0.03457</b>	<b>1.41633</b>	<b>-0.024</b>	<b>0.9805</b>	<b>N.S.</b>

Residual standard error: 9.743 on 1448 degrees of freedom

Multiple R-squared: 0.003565, Adjusted R-squared: 0.0015

F-statistic: 1.727 on 3 and 1448 DF, p-value: 0.1596

Note: Significance codes: 0 '\*\*\*' 0.001 '\*\*' 0.01 '\*' 0.05 '.' 0.1 ' ' 1 N.S. = Non-Significant

One concern could be the number of citations per case increase because officers can go back and re-write their reports. If this is the case we would detect a change in the number of citations per case. We explore this possibility by submitting the number of citations per case to an ANOVA with a fixed factor for time of the case (Before the Pilot, During the Pilot, After the Pilot), district as a fixed factor (North as the treatment district, and all other districts as the control) and their interaction. We find that the BWC pilot does not impact the number of citations issued per case.

Table 4, Citations Per Case by Time and District

Citations Per Case									
	N	Before(M)	SD	N	During(M)	SD	N	After(M)	SD
Central	482	3.33	2	462	3.28	2.01	312	3.18	2.11
East	527	2.94	1.45	491	3.15	1.84	249	3	1.86
Midtown	293	2.9	1.75	257	2.95	2.03	125	2.83	2.15
<b>North</b>	<b>433</b>	<b>3.3</b>	<b>2.15</b>	<b>444</b>	<b>3.22</b>	<b>2.15</b>	<b>444</b>	<b>3.22</b>	<b>2.15</b>
South	187	2.71	1.55	255	2.56	1.32	133	3	1.78
West	231	3.27	1.68	239	3.4	2.05	116	3.79	2.58

	Df	Sum Sq	Mean Sq	F	p-value	sig.
DISTRICT (a)	1	24	23.526	6.325	0.0119	*
TIME (b)	2	2	0.875	0.235	0.793	N.S.
a X b	2	4	1.819	0.489	0.6132	N.S.
Residuals	5500	20457	3.719			

Note: Significance codes: 0 '\*\*\*' 0.001 '\*\*' 0.01 '\*' 0.05 '.' 0.1 ' ' 1 N.S. = non-significant

## Qualitative Report

The following qualitative data report is based on two focus groups conducted with five community members from the North district and two one-on-one in-depth interviews with police officers from the Madison Police Department regarding the pilot program on body worn cameras in the North district of Madison, Wisconsin. We aimed to uncover the perceptions on body worn cameras both from the perspective of citizens and police organization, the use of device during the pilot program, identify its benefits and drawbacks and best use cases, understand how, if any, body worn cameras change police officer behavior and shape the relationship between community and police organization, and evaluate the performance of the pilot program. As our discussions with the police organization and community members demonstrate, the pilot program on body worn cameras has been successful. While the incorporation of technology into the officer-citizen encounter has been much welcomed and appreciated, citizens also voiced their concerns. While it is apparent that guidelines on the usage of body worn cameras are clear for the police organization, community members have a lack of knowledge on the subject which leads to confusion and concern.

One of the major findings on the pilot program and the usage of body worn cameras in the police department is that it will change the relationship between police organization and community in positive ways. As all police officers mentioned, the organization witnessed a loss of trust by the citizens - both at the state level and nationwide. One major instance and cause of diminishing trust level and negative portrayal of the police organization is the murder of George Floyd. Following the event, the legitimacy of police organizations has been increasingly questioned by the citizens. This is being amplified by the media portrayal of police officers where there is a particular focus on police brutality. Regardless of the biased nature of media coverage of police-citizen encounters, we have seen from our discussions that police officers agree that the public image of the law enforcement should be improved. The community members believe the incorporation of body worn cameras in the police officers' toolkit would be a helpful strategy for such a purpose. The overall macro-level benefit of implementation of the technology in the organization may have an impact on positive police and community relations as well as an increased police legitimacy in the eyes of the public. The vignette from our interview with a police officer supports this view:

"I think the trust that police have been able to have with the community has diminished, especially within I would say probably the last eight years. And I think that having that added perspective of having audio and video representation of what police are doing when they're in the community and servicing calls and doing police related work, I think that it's an added level to provide that transparency, which I think the community has expected more of with especially within the last eight years."

This vignette is also a segway to another major finding regarding the impact of body worn cameras on evidence collection. Both police officers and community members believe body worn cameras provide a more detailed narrative about an instance. Police officers referenced many times in the interviews that the footage makes the report writing process smooth for police officers since they have access to all interactions with citizens, have their statements recorded, and help to find further evidence on a case (Note: despite this claim, our research does not find evidence that the BWC pilot lead to increased citations per case). Police officers have mentioned some sensitive interactions such as domestic violence and campus protests where body worn cameras have been useful in terms of evidence collection and community-police interaction. While cameras can be valuable for accountability in such cases and helpful for a better representation of police organization by providing the context of police-citizen encounters, community members have shown reluctance and discomfort especially for cases where privacy is a major concern.

Body-worn cameras may have a significant outcome for vulnerable community members - specifically immigrants. One participant, a recent immigrant from Afghanistan, highlighted interracial and interethnic tensions in her neighborhood, some of which led to police calls. While she hesitates to call the police as to not escalate these incidents further, she believes body-worn cameras will help solve the conflict faster and simpler.



The major reason for this hesitation is caused by the fear of facing collective consequences as these tensions arise between groups. She believes that body-worn cameras could help solve these conflicts through detecting the individuals who are responsible since they are more capable at evidence collection than police officers (e.g. providing context). Therefore, it is expected by the community members that conflict between groups will be resolved through detecting the right individuals without suffering from multiple legal sanctions and collective stigmatization of the immigrant population.

In relation to police officer behavior and community-police relationship, we have investigated how body worn cameras shape police-citizen interaction and tried to have a better understanding of their impact on police behavior. Officers interviewed believed that body worn camera and active recording of police-citizen encounters had no significant effect on their behavior (Note: Our empirical analysis may support this belief). Although, cameras can function as a surveillance apparatus recording the interaction, the police officers interviewed claimed that they thought of the cameras as a part of their body and ignored, and even forget, the presence of the device. Therefore, they held that most of the interaction between citizens and officers are natural. These officers also emphasized the role of having good morals and being professional that shapes their behavior and action more than a BWC. Considering the durability of work ethics and higher order values of an individual, a profound change in police behavior due to being recorded will be unlikely. As one police officer has noted, *“if you're an ethical police officer, if you see need, whether there's a camera or not, you're going to investigate whatever is in front of you. So, in my opinion that should not make a difference.”* However, we have found that a slight change in police-citizen interaction can occur, specifically the way conversation between parties unfolds. Police officers in our focus group and in-depth interviews brought out that the dialogues will be less candid and more formal due to the fact that the police officers are aware that they are being recorded. Therefore, they will be following a particular script when they interact with a citizen and keep it formal. This form of interaction may eliminate a major complaint about the organization - police officers are being rude against citizens. As mentioned by a police officer, body worn cameras may encourage them to be nicer and kinder towards citizens since they are being recorded. Since the footage of an encounter will be evidence against a complaint, it is likely that we will see that police and community relations will be moving in a positive direction.

Our focus groups with community members demonstrate to us that the biggest challenge that body worn cameras will face is citizens' privacy concerns. Police officers have highlighted that none of the citizens have asked them to turn off their cameras during the pilot program. However, community members in our focus group have voiced their concern about being filmed and conditions under which citizens are being filmed. Our participants have brought up a possible drawback to the present surveillance of body cams - being in a crime scene that one is not a part of can have consequences for an individual. Moreover, conditions in which one is being filmed has been questioned - specifically for sensitive cases such as mental health crisis or suicide attempts. Our participants have mentioned that one should not be filmed in these conditions as this would be a violation of human dignity. Police officers have addressed these concerns by mentioning that certain guidelines do not allow them to record in particular cases. In addition, some practices such as background blurring would provide more focused evidence collection and take citizens' privacy rights into account. However, we see an information asymmetry between citizens and police organizations. While Standard Operating Procedure and guidelines are perfectly clear for police officers, community members have shown a significant lack of information as to the usage of cameras in an encounter. It may be possible to eliminate this asymmetry by providing citizens with more information. From the police officers' perspective, our participants have informed us about some practical challenges in their daily usage. These challenges would include the short battery life and blocked view through body movements. These concerns should be attended by the organization for increased efficiency of body worn cameras.

## Limitations and Conclusions

The preceding report attempts to isolate the effect of BWC on the North district of Madison. Overall, the provided data and analysis reveal that officers in the North district increase their knowledge of BWC, but little else is impacted – including community attitudes and beliefs, arrest, citations, or cases. These results should be considered with some caveats. First, the pilot was both short (90 days) and only involved 42 officers. A longer and more powered pilot would provide even stronger evidence of BWC impact. Also, because of the length of the pilot and the short turn-around time of this report (90 days after the completion of the pilot), it is currently unfeasible to determine if BWC have long term impact on community for interactions with a longer time horizon, such as criminal trials or civil trials. Given a longer time frame more interviews with community members and officers could have been conducted, giving an even richer understanding of the effect of BWCs.

As a whole, the empirical analysis and in-depth conversations with police officers' and community indicate that although there are concerns regarding privacy and practical challenges. However, the pilot program has been effective in demonstrating that body-worn cameras may bring higher police capability on evidence collecting with no significant change on police behavior. We note that community members in our focus groups welcome BWC for their potential to increase transparency and build trust between community and police officers. However, addressing technical challenges and educating the community on guidelines are recommended to maximize BWC effectiveness.

## Appendix B

### **Summary**

During the summer of 2024, the Madison Police Department (MPD) completed a limited term (90 day) experiment utilizing body worn cameras (BWCs) in patrol in the North District of the City of Madison. Funding for the one-time experimental program (\$83,000) was included in the police department's adopted capital budget. Most of these funds (approximately \$49,000) were used to contract with an independent researcher, Dr. Broderick Turner, to evaluate outcomes of the experimental program (see report attached). Dr. Turner's evaluation suggests that the broad use of BWCs by the MPD could change relationships between the police and community in positive ways, including increased trust, transparency and legitimacy.

Should the MPD pursue a full implementation plan for BWCs, personnel additions and technology acquisition will be the primary focuses of the plan. While a future operating budget request for BWCs would be considered, grant funding and donations would also be pursued.

### **Staffing Needs**

A full implementation plan for BWC technology could not be realized without the addition of essential professional staff positions to assist with video processing, video redaction, and records, evidence and discovery processing. Moving forward with a full BWC implementation without adding support staff would severely impair the MPD's ability to respond in a reasonable amount of time to requests for video. This includes requests from MPD officers and detectives investigating crimes, as well as requests from the public, the District Attorney's Office, the Office of the Independent Monitor, and MPD's Office of Professional Standards and Internal Affairs. MPD has provided staffing need projections in the past for a full implementation plan and these costs are consistent with past reports.

• <b>Forensic Lab Technician</b>	<b>\$87,434.10</b>
• <b>Management Information Specialist 2</b>	<b>\$87,434.10</b>
• <b>Program Assistant 1</b>	<b>\$66,273.85</b>
• <b>Clerk Typist</b>	<b>\$51,077.43</b>
<b>Required Staffing Total</b>	<b><u>\$292,219.50</u></b>

### **BWC Technology and Accessories**

A full implementation plan for BWC technology would equip almost every commissioned officer with a body worn camera. To do this, MPD's full implementation plan would require the acquisition of 450 body worn cameras along with related accessories and software. MPD currently uses Panasonic Arbitrator/iPro BWCs for both the SWAT Team and Motor

Officers in the Traffic Section (approximately 50 cameras are currently in MPD's inventory today).

A full implementation plan would likely require a competitive RFP process, and it is not known if the department would continue with the Panasonic Arbitrator system or not. Moving to a new vendor and system would create additional costs that could be significant since current cameras in MPD interview rooms and squad cars may also have to be replaced (if Panasonic Arbitrator is not chosen) to ensure compatibility. Cost estimates were created by MPD staff based on known unit pricing and take potential collateral/related costs into account. Known unit costs from three major BWC vendors were used to create this estimated cost summary. A competitive RFP would be open to any BWC vendor. Should the MPD pursue a BWC program that broadly deploys BWC technology to all commissioned staff members, the costs to acquire the technology and related accessories and software would range from \$3,200,000 - \$6,700,000. Again, this variance takes into consideration the possibility that the department would move away from the current BWC and in-car video unit vendor and to a new vendor, which would require replacing in-car video units inside squad cars and new software. Total costs for technology, accessories and needed software could be phased over several years to achieve full implementation.

### **Grant Opportunity**

An annual US Bureau of Justice Assistance (BJA) non-competitive grant opportunity does exist for law enforcement agencies to initiate or expand a BWC program through the purchase or lease of BWCs. BJA funding for awards cannot exceed \$2,000 per BWC and the absolute cap on awards is \$2,000,000. However, if an applicant applies for the \$2,000,000 maximum, they must propose to acquire no fewer than 1,000 BWCs (1,000 BWCs \* \$2,000). MPD only would pursue purchasing 450 BWCs, so the maximum award that could be awarded to MPD through this BJA federal grant funding would be \$900,000. Other grant opportunities could be announced in future years and MPD would examine every opportunity that comes available if a full BWC implementation plan is pursued.

### **Estimated Cost Summary for future BWC Full Implementation**

• Required Staffing Total	<b>\$292,219.50</b>
• BWC Technology, Accessories, Software	<b>\$3,200,000 - \$6,700,000</b>
• Potential BJA Grant Award	<b>(\$900,000)</b>
<b>Total Estimated Cost for full BWC implementation:</b>	<b>\$2,600,000 – 6,100,000</b>

## Appendix C

Madison Police Department  
Body Worn Camera Policy  
Special Order: Body Worn Camera Pilot Study

### PURPOSE:

The primary purpose of this policy is to establish clear procedures regarding the use of body-worn cameras to document incidents involving police officers and the public, while also protecting the privacy rights of all parties who may be recorded and to minimize the misuse of recording capabilities for mass surveillance of individuals or groups.<sup>22</sup>

The Madison Police Department authorizes the use of body-worn cameras to record police officer interactions with the public; collect evidence of criminal activity; monitor officer performance and compliance with governing laws and Department policies, procedures, and training; and serve as a training tool.<sup>23</sup>

### OBJECTIVES:

The Madison Police Department has adopted the use of Body-Worn Cameras during the duration of a pilot study, to accomplish the following objectives:

- Body-Worn Cameras allow for documentation of Police/Public contacts, arrests, and critical incidents.
- Body-Worn Cameras also serve to enhance the specificity of Officer reports and testimony in Court.
- Audio and visual recording enhances the agency's ability to review probable cause for arrest, Officer and suspect interaction, evidence for investigative and prosecutorial purposes, and to provide additional information for Officer evaluation and training.
- The Body-Worn Cameras may also be useful in documenting crime and accident scenes, and other events that include the seizure of evidence or contraband.
- Body-Worn Cameras may be useful as a training tool, for coaching, and communication.

### DEFINITIONS:

- **Body-Worn Camera:** An audio/visual recording device, issued and authorized by the Department, that is worn on the Officer's uniform, and is designed to record Officer actions and interactions with the public in the course of their duties. "Body-Worn Camera" may be abbreviated as "BWC" within this SOP.
- **Contact:** An encounter with a member of the public that has no criminal or investigative purpose (i.e.; stopping to say hello to someone or interacting with persons to obtain information that is non-criminal in nature).

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<sup>22</sup> BWC Feasibility Committee Model Policy, 1-a

<sup>23</sup> BWC Feasibility Committee Model Policy, 1-b

- **Law Enforcement Agency (LEA):** governmental unit of one or more persons employed full time by the state or a political subdivision of the state for the purpose of preventing and detecting crime and enforcing state laws or local ordinances, employees of which unit are authorized to make arrests for crimes while acting within the scope of their authority.<sup>24</sup>
- **Law Enforcement Function:** Any action which may only be performed by a person having the legal authority of a law enforcement officer.
- **Body Worn Camera Administrator:** An assigned member of the Department responsible for:
  - Maintaining user accounts for the remote digital storage of BWC footage
  - Assigning permission levels within the remote digital storage system
  - Overall maintenance of the BWC system and liaison with the vendor
  - Completing departmental randomized audits of BWC footage
  - Redacting or deleting any video
  - Ensuring automation of the retention schedule with the remote digital storage system.
  - Receiving, reviewing, and responding to requests for disclosure of BWC footage

## TRAINING:

1. Body Worn Cameras (BWC) will be utilized only by personnel who have been properly trained in their use.<sup>25</sup> All officers and supervisors will be provided training in the use of body-worn cameras prior to using the equipment. <sup>26</sup>Refresher or remedial training will be provided as determined by the Chief of Police.<sup>27</sup>
2. The BWC issued by the Department will be the only BWC authorized for use.
3. Recordings created during training or orientation of the BWC program will be retained for no longer than 30 days.
4. To facilitate proficiency with the BWC, for the first 60 calendar days of any Department member first entering an assignment that requires the wearing of a BWC, that/those member(s) shall not be subject to discipline for errors in applying this policy that are not intentional. Subject to approval by the unit commander, a member who is being reassigned to an assignment covered by this directive may request the 60-day period to facilitate proficiency with the BWC. Such approval by shall not be unreasonably denied.
  - a. The Department shall use existing systems for coaching and counseling to address non-intentional errors in applying this policy during the 60-day period.
  - b. Intentional violations of this policy shall be subject to discipline during any time period.

## WEAR AND MAINTENANCE

1. Body-worn cameras will only be assigned to officers chosen for the pilot study.

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<sup>24</sup> Definition from WI Statutes 165.83 (1)(b)

<sup>25</sup> Adapted from BWC Feasibility Committee Model Policy, 2-a, and 6-a

<sup>26</sup> BWC Feasibility Committee Model Policy, 11-a

<sup>27</sup> Adapted from BWC Feasibility Committee Model Policy, 11-a

2. Individual officers are responsible for the use and care of any BWC equipment assigned to them.
3. Any apparent problems with the BWC will be immediately brought to the attention of a supervisor. The officer or supervisor will make contact with the Body-Worn Camera Administrator for any needed troubleshooting or repairs, and to arrange for issuance of replacement equipment if necessary.
4. Officers will wear the BWC mounted in one of the Department-approved methods, utilizing only the mounting equipment provided by the manufacturer of the BWC. It shall be the responsibility of the officer to ensure the BWC remains in a position to allow the recording of an encounter or incident that most closely replicates the perspective of the officer.<sup>28</sup>
5. Officers shall inspect and test the BWC prior to each shift in order to verify proper functioning and shall notify their supervisor of any problems.<sup>29</sup>

## ACTIVATION OF THE BWC

1. Officers shall activate the BWC to record all interactions with members of the public in the performance of official duties.<sup>30</sup>
2. The Body Worn Camera (BWC) shall be activated prior to arrival at a call for service, in anticipation of a self-initiated activity, or at the activation of emergency equipment (emergency lights and/or siren), whichever occurs first. This shall also include interactions that are related to or for the purpose of a law enforcement function.
3. Officers will utilize BWC during the initial seizure, counting, or inventorying of seized money or any high value property.<sup>31</sup>
4. It is recognized that officers utilizing a take home vehicle may need to make enforcement stops or respond to a law enforcement need while traveling to and from work, which may result in activities not being recorded. When this occurs the officer shall document their actions and reason for not having their BWC within the CAD notes of the associated event.
5. Certain specialized units may request deviation from the BWC requirements of this policy with the express written approval of the affected personnel's District Commander. The unit's Commanding Officer or his designee must submit the request to deviate from the BWC policy to their respective District Commander. The request should include clear articulation of the necessity to deviate from the policy, how the use of the BWC would negatively impact operations or any other relevant factors for consideration. The District Commander will respond in writing their concurrence or non-concurrence. The written request and response will be attached in the appropriate format to any subsequent case reports in the Records Management System (RMS). Furthermore, the investigating officer should document in the narrative of the case report that approval was given for this special

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<sup>28</sup> Adapted from BWC Feasibility Committee Model Policy, 2-d

<sup>29</sup> Adapted from BWC Feasibility Committee Model Policy, 2-c

<sup>30</sup> Adapted from BWC Feasibility Committee Model Policy, 2-f, sub I, 1-16

<sup>31</sup> Adapted from BWC Feasibility Committee Model Policy, 2-f, sub I, 17

consideration by his Bureau Commander. The request must be made for specific individual operational periods and no wholesale or “blanket” deviation permissions will be allowed.

6. The BWC will be utilized to document encounters where Consent to Search is requested or a Probable Cause search is conducted.<sup>32</sup>
7. It is the responsibility of the officer to periodically ensure that the BWC is still recording during the required activation. The indication that the BWC is recording can be confirmed either audibly or visually.
8. The use of any surreptitious recording function or “Stealth Mode” on the BWC is prohibited. At least one of the status indicators must be activated (auditory beeps, indicator light, or vibratory alert).<sup>33</sup>
9. If not already activated, the BWC shall be activated to record any contact that becomes adversarial or in any situation that the officer believes its use would be appropriate or valuable to document the incident or encounter.<sup>34</sup>
10. Whenever possible, officers should inform individuals that they are being recorded. In locations where individuals have a reasonable expectation of privacy, such as a residence, they may decline to be recorded unless the recording is being made in pursuant to an arrest or search of the residence or the individuals. The BWC shall remain activated until the event is completed in order to ensure the integrity of the recording unless the contact moves into an area restricted by this policy.<sup>35</sup>
11. If an officer fails to activate the BWC, fails to record the entire contact, or interrupts the recording, the officer shall document this in an email to his or her supervisor before the end of the shift; why a recording was not made, was interrupted, or was terminated. The supervisor should review the email and determine if the rationale was appropriate.<sup>36</sup>
12. Members of the public shall not be allowed to review the recordings at the scene unless there is an immediate public safety need.

## PROHIBITED RECORDING

Officers shall not intentionally use a BWC to record the following locations or circumstances:

1. Places where privacy expectations are paramount, such as, but not limited to: hospital emergency rooms, locker rooms, and restrooms, except in the following instances:
  - a. When all parties visibly or audibly recorded consent to such recording.
  - b. While conducting an arrest;
  - c. While executing a search warrant;
  - d. When all parties visibly or audibly recorded consent to such recording;

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<sup>32</sup> Adapted from BWC Feasibility Committee Model Policy, 2-f, sub I, 17

<sup>33</sup> Adapted from BWC Feasibility Committee Model Policy, 2-i

<sup>34</sup> Adapted from BWC Feasibility Committee Model Policy, 2-f, sub I, 14

<sup>35</sup> Adapted from BWC Feasibility Committee Model Policy, 3-a sub i-1 and 3-b

<sup>36</sup> Adapted from BWC Feasibility Committee Model Policy, 2-l



- e. Under any other extraordinary circumstances that are likely to involve confrontations between police and members of the public, such as warrantless entry into a home pursuant to exigent circumstances.<sup>37</sup>
  - 2. While on the grounds of any public, private or parochial elementary or secondary school, except when:
    - a. responding to an imminent threat to life or health,
    - b. during custodial interrogations of juveniles,
    - c. when responding to an otherwise recordable incident involving only individuals known to police to be adults.
    - d. Any inadvertent filming of juveniles shall be redacted;<sup>17</sup>
- <sup>338</sup>. Activity that is unrelated to a response to a call for service or a law enforcement/investigative encounter between an officer and a member of the public;<sup>39</sup>
- 4. The BWC will not be used specifically to record fellow city employees except during an official PSIA investigation or a suspected violation of criminal, traffic, or local law; or during an officer's field training as prescribed by the FTO program.
  - 5. Gruesome images, persons nude or exposed, sensitive human areas, but only if the privacy considerations attendant to such images cannot adequately be accommodated by subsequent redaction or pixilation and are so significant that they justify compromising the integrity of the recording by interrupting continuous recording;<sup>40</sup>
  - 6. Body cameras shall not be used for any intelligence-gathering efforts involving activities in which subjects are engaging in First Amendment protected speech, associations, or religion, such as but not limited to participation in peaceful protests, attendance at religious services or ceremonies, attending neighborhood or community engagement events or meetings, engaging in normal daily social activities that raise no reasonable suspicion of criminal activity, or delivering or attending a lecture, presentation, debate, or similar events;<sup>41</sup>
  - 7. Conversations among law enforcement personnel that are not participated in by members of the public, but only when this is not in conflict with the requirement for continuous recording as identified elsewhere in this SOP;<sup>42</sup>
  - 8. Officers will not record any Court proceedings, pre-trial conferences, or any other judicial proceedings, including those at the Magistrate's Office.
    - a. This does not prohibit an Officer, if equipped with a BWC, from activating it when responding to a disturbance or call for service within such a setting.

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<sup>37</sup> Adapted from BWC Feasibility Committee Model Policy, 3-a sub i

<sup>38</sup> Adapted from BWC Feasibility Committee Model Policy, 3-a sub ii

<sup>39</sup> Adapted from BWC Feasibility Committee Model Policy 3-a sub iii

<sup>40</sup> Adapted from BWC Feasibility Committee Model Policy, 3-a sub iv

<sup>41</sup> Adapted from BWC Feasibility Committee Model Policy, 3-a sub v

<sup>42</sup> Adapted from BWC Feasibility Committee Model Policy, 3-a sub ix

- b. This does not prohibit an Officer, if so equipped, from demonstrating the placement or activation of a BWC when asked to do so as part of Court testimony or questioning.

## DEACTIVATION

Once the BWC is activated, officers will continue to record until the conclusion of their involvement in an event. In most situations, conclusion of involvement in an event would be signified by leaving the scene. Only under the following circumstances may an officer deactivate their BWC prior to concluding their involvement in an event:

1. When the officer's on-scene investigation is complete and he/she is prepared to complete a report.<sup>43</sup>
2. When directed by the on-scene supervisor or with supervisory approval. If a supervisor directs the Officer to cease recording, the supervisor shall complete a report documenting the rationale for this decision.
3. Prior to conducting a strip search, the officer will record a 360-degree video of the location where the strip search will be conducted. During the actual strip search, the BWC shall be utilized to only capture audio of the event by positioning the camera away from the subject of the search.
4. When an officer receives an assignment such as traffic direction, crime scene security, or while awaiting other services such as crime scene processing or medical examiner transportation, etc. It is common for these assignments to last for extended periods of time, with minimal contact with the public. In these situations, the officer may deactivate their BWC without awaiting direction from a supervisor. If the officer becomes engaged in any contact that becomes adversarial they shall activate their BWC.
5. When taking statements from/conducting interviews of persons who are victims of a crime of a sexual nature or medical professionals providing information pertaining to related examination(s) of the victim. Upon completion of the interview, the BWC should be reactivated until completion of the event.
6. When taking statements from juvenile witnesses/victims. Upon completion of the interview, the BWC should be reactivated until completion of the event.
7. When requested to do so by victims or witnesses as a condition of their cooperation prior to beginning an interview, taking a statement, or gathering information (this applies only once the scene is orderly and the situation is under control and NOT to the relaying of initial suspect information to be disseminated to other officers or for the purpose of initial alerts). The individual's request to deactivate the BWC shall be captured on the BWC recording prior to deactivation. Upon completion of the interview, the BWC should be reactivated until completion of the event.<sup>44</sup>
8. If it is determined that the interaction involves a known confidential informant while they are providing information regarding an investigation or potential investigation as an informant.

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<sup>43</sup> Adapted from BWC Feasibility Committee Model Policy, 2-j, sub j

<sup>44</sup> Adapted from BWC Feasibility Committee Model Policy, 3-a, sub viii

9. When officers are relaying/discussing information amongst themselves, in the absence of any parties to the incident. The BWC should be reactivated at the conclusion of this interaction.
10. Officers deactivating their BWC for any reason must indicate on the BWC recording their reason for deactivating prior to ending the recording. Additionally, the officer must notify their supervisor of the deactivation and be able to articulate the reason for doing so.<sup>45</sup>

## OFFICER REVIEW OF BODY-WORN CAMERA FOOTAGE AND REPORT WRITING

## CONSIDERATIONS

1. Officers may review or receive an account of any electronic recording of an incident prior to completing any required initial reports, statements, and interviews regarding the recorded event.
  - a. If an officer is suspected of a violation of Code of Conduct or an SOP, or involved in an officer-involved critical incident or other serious use of force, the Department reserves the right to limit or restrict an officer from viewing the video file.
2. Officers shall not edit, alter, erase, duplicate, copy, share, or otherwise distribute BWC recordings in any manner without prior written authorization and approval of the Chief of Police or his or her designee.<sup>46</sup>
3. Officers are encouraged to inform their supervisor of any recordings that may be of value for training purposes.<sup>47</sup>
4. Officers shall immediately inform their supervisor of any recordings that may contain illegal activity, a violation of SOP, or excessive use of force by a member of the law enforcement profession.<sup>48</sup>
5. Officers shall note in incident, arrest, and related reports when recordings were made during the incident in question. However, BWC recordings are not a replacement for written reports.

## DOWNLOADING OF DATA FROM BWC TO VENDOR-BASED DATA MANAGEMENT SYSTEM

1. Officers shall make every attempt to download any BWC data at the end of their shift
  - a. If this is not possible, Officers shall coordinate with a supervisor to ensure that the download occurs as soon as possible, but in no case shall the download be delayed past the Officer's work week.

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<sup>45</sup> Adapted from BWC Feasibility Committee Model Policy, 2-m

<sup>46</sup> Adapted from BWC Feasibility Committee Model Policy, 6-c, d, h, edited and condensed

<sup>47</sup> Adapted from BWC Feasibility Committee Model Policy, 13-a, sub iv

<sup>48</sup> See MPD Code of Conduct #13: Duty to Intervene

- b. If the Officer's BWC captured any instances of reportable force, the BWC shall be downloaded no later than the end of the Officer's shift.
2. Officers are required to enter any additional required data (such as, but not limited to: Officer identification, call type, case number, etc.) at time of video capture, download, or once available on management system.

## COMMUNITY-CREATED CELL PHONE AND OTHER VIDEO RECORDINGS<sup>49</sup>

1. Acceptance and Storage of Community-Created Cell Phone and Other Video Recordings
  - a. For any incident that is subject to recording via police body-worn cameras pursuant to this policy (whether the body-worn cameras were actually activated or not), the Department shall permit members of the public to submit or otherwise upload recordings of the same incident. Such footage shall be treated as if it were also body-worn camera footage, in accordance with all other policies outlined within this document.

## RECORDS RETENTION, RELEASE, AND REDACTION

All images and sounds recorded by the BWC are the exclusive property of this Department. Requests for any data associated with the BWC program shall be processed in accordance with State and Federal Law, and the Department's Records Inspection and Release SOP.

1. Retention
  - a. Body camera video footage shall be retained for six (6) months (180 days per MPD approved Records Retention/Disposition Authorization) unless that video is tagged as evidentiary in value, has a pending public records request, is the subject of litigation, or is identified as relevant to a PSIA investigation.<sup>50</sup>
  - b. In such cases where an aforementioned exception applies, the record will be retained in accordance with the prevailing retention schedule for those records.<sup>51</sup>
2. Release
  - a. All video footage of an interaction or event captured by a body camera, if that interaction or event is identified with reasonable specificity and requested by a member of the public, shall be provided "as soon as practicable and without delay" to the person or entity making the request to the extent permitted by and in accordance with the

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<sup>49</sup> Adapted from BWC Feasibility Committee Model Policy, 4-a

<sup>50</sup> Adapted from BWC Feasibility Committee Model Policy, 7-a

<sup>51</sup> Adapted from BWC Feasibility Committee Model Policy, 7-b and c, See also WI Statutes, 165.87(2)

procedures for requesting and providing government records under the Department's Records Inspection and Release SOP, and in accordance with

Wisconsin Public Records Law and related State and Federal laws.<sup>52</sup>

- b. BWC footage associated with open and active criminal investigations and/or open and active Internal Affairs investigations shall not be released prior to the completion of that investigation.
- c. All video footage taken or received by the Madison Police Department related to a referred criminal investigation shall be forwarded to the District Attorney's Office upon their request in accordance with Wis. Stat. 971.23, or as soon as practicable thereafter.<sup>53</sup>
- d. BWC footage associated with Officer-Involved Critical Incidents or other incidents which are investigated by an outside Law Enforcement Agency<sup>54</sup> shall only be released upon consultation with that agency which has investigative responsibility.
  - i. Regardless of the final decision, the Chief of Police, or designee, shall issue a public update on the status of any such OICI within six hours, with a second update to follow twelve hours after the first.
  - ii. In addition, The Chief of Police, or designee, may release BWC footage as soon as reasonably prudent.
- e. Members of the public are not allowed to view BWC recordings outside of the Open Records process unless permission has been obtained from the Chief of Police, in accordance with public records law and as prescribed by Departmental Policy.

### 3. Redaction

- a. Redactions of Madison Police Department body camera records shall be done in accordance with State and Federal law under Wis Stat. 19.35 and corresponding laws. Additionally, MPD will follow state law regarding law enforcement body camera usage as defined in Wis. Stat. 165.87.
- b. MPD will retain original, unedited, un-redacted versions of any record released, in accordance with MPD Records Retention/Disposition Authorization, and current State and Federal laws.<sup>55</sup>

## **SUPERVISORY RESPONSIBILITIES (PILOT PROGRAM-SPECIFIC)**

- A: Supervisor Responsibilities
  - i. Supervisory personnel shall ensure that officers equipped with BWC devices utilize them in accordance with policy and procedures defined herein.

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<sup>52</sup> Adapted from BWC Feasibility Committee Model Policy, 8-a

<sup>53</sup> Adapted from BWC Feasibility Committee Model Policy, 8-e

<sup>54</sup> WI requires Officer-Involved deaths to be investigated by uninvolved, outside agencies under Statute 175.47

<sup>55</sup> Adapted from BWC Feasibility Committee Model Policy, 9-c

- ii. Supervisors are responsible for ensuring that affected officers are equipped with a functioning BWC at the beginning of each shift.
- iii. Upon receiving notification of any damage or malfunction of a BWC that would render the camera no longer operational, the supervisor will notify the Body Worn Camera Administrator in order to obtain replacement equipment.
- iv. In the event an officer loses or damages their BWC or any of the issued accessories, the supervisor will initiate a lost equipment memorandum. A copy of this memo should be sent electronically to the Body Worn Camera Administrator. In the case where an officer had or should have had video on the BWC that had not yet been uploaded to the remote digital storage system, the Professional Standards Division may investigate the loss or damage of the BWC, if not already included within another administrative investigation.
- v. Supervisors will ensure that all recorded events are being documented by the officer in the associated reports and citations.
- vi. Supervisors will ensure that any recordings relating to an administrative investigation are downloaded and stored for inclusion in the investigative file prior to their scheduled purge date from the remote digital storage system.

B: Supervisor Review and Auditing vii. All supervisors are expected to routinely review BWC recordings created by their direct subordinates.

- 1. On a monthly basis, supervisors shall audit the BWC footage of their Officers for the previous month, ensuring that videos are being labeled and that the labeling is of the correct formatting.
  - 2. During this review supervisors shall view a minimum of 2 videos from each officer under their supervision, looking at the content of the video. These videos shall be a minimum of 10 minutes each.
  - 3. In addition, supervisors shall review BWC footage (and associated reports) of any uses of force and vehicle/foot pursuits for all officers under their purview
4. While viewing these videos supervisors should be looking for any videos that would be beneficial to other officers in terms of training videos. Any evidence of employee misconduct shall be immediately reported to PSIA.
- viii. Notifications of the existence of recordings which may be beneficial for training purposes shall be forwarded via the chain of command to the Commanding Officer of the Training Division for determination of training value and use. If an involved officer objects to the use of a recording for training purposes, he/she may submit their objection, in writing, via the chain of command to both the Commanding Officer of the Training Division and the Chief of Police to determine whether the training value outweighs the officer's objection.
  - ix. Monthly, the Body Worn Camera Administrator will audit randomly selected videos. The number of videos selected for auditing, and the frequency of

the selection process, will be determined by the Professional Standards Division to ensure that the number of employees audited each month represents a random samples of videos. Minimum of ten (10) percent of the total number of employees eligible for auditing.

- x. In addition to the random auditing process, the Professional Standards Division will review BWC audio and video recordings on an as-needed basis to conduct internal investigations and inquires.