

West Palm Beach Police Department Body-Worn Camera Survey: Analysis of Officers' Perceptions

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Police departments across the country were granted funding to adopt the use of body-worn cameras following the recommendations of the President’s Task Force on 21st Century Policing. In 2015, the Task Force highlighted strategies for better equipping police agencies to deal with the increasing challenges of modern policing in the United States. The West Palm Beach Police Department, the subject of this report, began the implementation phase of their body-worn camera (BWC) program on July 30, 2015, and by December 29, 2015 had accomplished full BWC deployment.

The aim of this report is to increase knowledge on the perceptions of police personnel regarding the use of body-worn cameras at the West Palm Beach Police Department (WPB PD). We present results from two waves of a survey of sworn law enforcement personnel. The survey examined respondents’ perceptions of BWCs before and after the implementation and deployment of BWCs. The survey was identical for both waves, except for one question in Wave 2 on whether the respondent had been issued a BWC. All respondents were ensured confidentiality and the findings are reported in the aggregate.

Wave 1 of the survey was administered February 4-5, 2015, prior to WPB PD implementing BWCs. The authors distributed paper-based surveys at all briefing shifts. A total of 173 questionnaires were distributed in person and 173 were returned. Wave 2 of the survey was administered March 2-3, 2016, approximately 8 months after the BWC program started. The authors handed out 162 questionnaires and 161 were returned. Although there is overlap among Wave 1 respondents and Wave 2 respondents, the data do not track specific individuals’ similarities or changes in responses across the two waves. Instead, any observed similarities or changes across survey waves are in the aggregate. The survey consisted of 32 questions on perceptions of BWCs, with a response range of 1=Strongly Agree to 5=Strongly Disagree.

For the purposes of analysis and presentation of data, the responses were collapsed into three categories: 1) Strongly Agree/Agree; 2) Neutral; and 3) Strongly Disagree/Disagree.

Table 1. Survey Respondents’ Rank

	Total (n=334)	Wave 1 (n=173)	Wave 2 (n=161)
% Officer	76.5	78.4	74.5
% Sergeant	9.8	9.8	9.8
% Lieutenant	5.6	5.9	5.2
% Captain	2.0	.7	3.3
% Other	6.2	5.2	7.2

Table 1 displays the rank for all survey respondents. Across both waves of the survey, 76.5% of respondents reported a rank of officer. A comparison of Wave 1 and Wave 2 respondents shows the percentages across each rank level – Officers, Sergeants, Lieutenants and Captains were almost identical.

Table 2. Police Officers’ Demographics

	Total (n=334)	Wave 1 (n=173)	Wave 2 (n=161)
Age (Mean)	37.9	37.6	38.2
Years at WPB PD (Mean)	12.1	12.1	12.1
% White	64.4	64.9	64.4
% Male	88	89.6	87
<i>Education</i>			
% ≤ Associate’s	53.4	54.6	52.3
% ≥ Bachelor’s	46.6	45.4	47.7
<i>Shift</i>			
% Day	52.3	49.0	55.6
% Night	30.1	29.1	31.1
% Both	17.5	21.9	13.2
<i>Issued BWC</i>			
Not Issued	--	--	25.8
% < 3 months	--	--	5.2
% 3-6 months	--	--	29.0
% 6-12 months	--	--	36.8
% > 12 months	--	--	3.2

Table 2 comprises the respondents’ demographic characteristics. Overall, 64.4% of police personnel who completed the survey were

White, 88% male, with slightly less than one-half (46.6%) having earned a bachelor’s degree or more. The average age of respondents was 37.9 and half of the respondents (52.3%) indicated that they worked the day shift, with less than one-fifth (17.5%) indicating that they worked both day and night shifts. Approximately three-quarters (74.2%) of Wave 2 respondents had been issued a BWC.

Perceptions of BWCs by WPB PD sworn personnel before and after implementation of the BWC program are outlined in Figures 1-37 discussed below. The first section discusses overall support for the use of BWCs. Subsequent sections examine responses in groupings of questions based on similar themes. Figures in which frequency bars are different colors (blue/orange) represent statistically significant ($p < 0.05$) differences between comparisons, whereas figures in which frequency bars are shades of the same color (green/green) indicate differences that do not reach statistical significance.

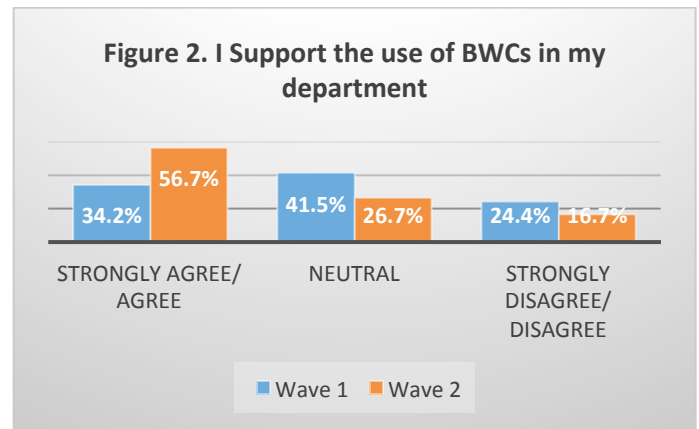
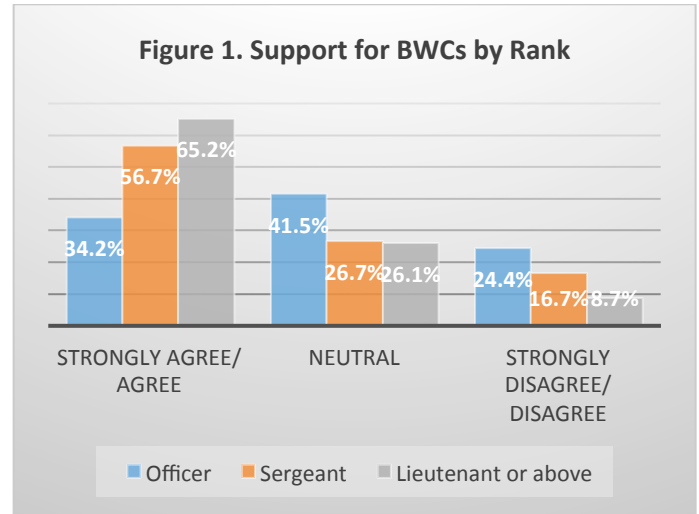
Overall Support for Body-Worn Cameras

Figure 1 displays the difference in overall support for BWCs by respondent rank across both waves of the survey. The level of agreement with the statement “I support the use of body-worn cameras in my department” was significantly correlated with rank. Moreover, there was a significant difference in respondents’ perceptions based on rank.

The majority at the rank of sergeant or lieutenant and above were supportive of BWCs (56.7% and 65.2% respectively), however comparatively a much smaller proportion of respondents at the rank of officer expressed support for BWCs (34.2%). Line level officers reported the strongest disagreement with the statement compared to other ranks. Specifically, 24.4% of Officers, 16.7% of Sergeants, and 8.7% of those holding a rank of Lieutenant or above were unsupportive.

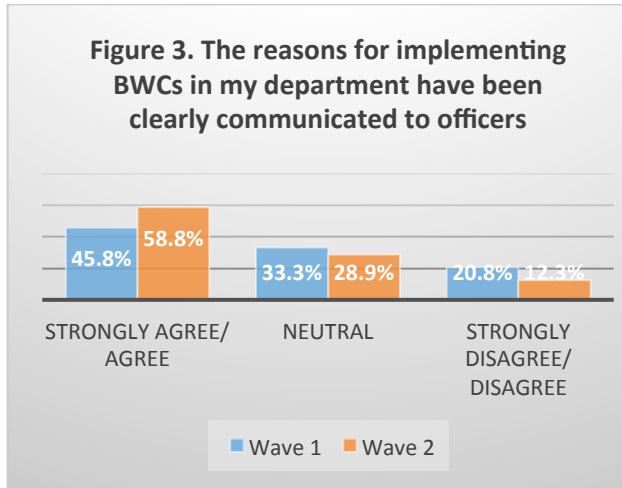
Given these notable differences in perceptions by rank, officers’ views were analyzed separately from respondents of higher rank. In an effort to examine police officer perceptions, rather than supervisor/administration

perceptions, the analyses presented in this report examines the responses of officers only, unless stated otherwise. Wave 1 of the survey comprised a sample of 120 officers, and Wave 2 comprised 114 officers.



Officer Support for Body-Worn Cameras

Figure 2 compares overall support for the use of BWCs before initial implementation of the BWC program (Wave 1), and approximately 8 months after initial implementation (Wave 2). Prior to the deployment of BWCs, 34.2% of respondents supported the use of BWCs and 24.4% of respondents expressed a lack of support. Approximately 8 months after implementation, support for the use of BWCs had increased among survey respondents to 56.7%, while those who were unsupportive decreased from 24.4% to 16.7%.



The survey asked respondents whether they felt that the reasons for implementing BWCs within WPB PD were clearly communicated to officers (Figure 3). Among officer respondents, there was a significant difference between Waves 1 and 2. Prior to implementation in February 2015, 45.8% of officers agreed that the reasons for implementation were clearly communicated, and 20.8% disagreed. In March 2016, approximately 8 months after full deployment of BWCs, the percentage of respondents who felt that the reasons for implementing the program were clearly communicated had increased to 58.8%, while the percentage of those who disagreed had decreased to 12.3%.

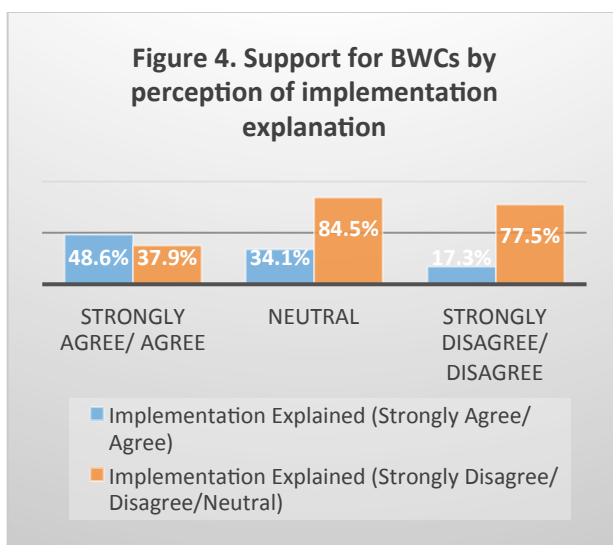
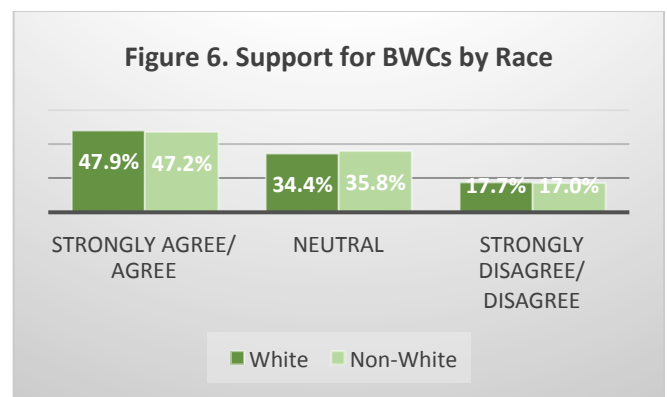
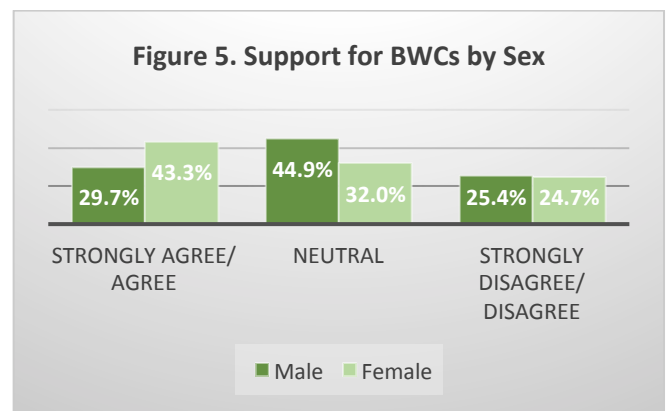
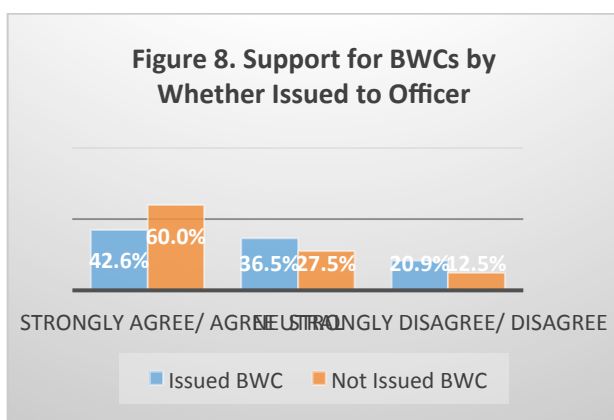
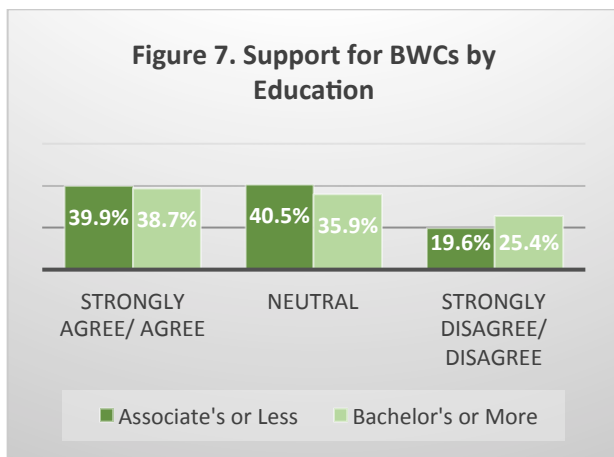


Figure 4 provides information on associations between respondents' perceptions of communication about BWCs and overall support

for the technology across both survey waves. Among respondents who felt that the reasons for implementing BWCs were clearly communicated, 48.6% supported the use of the technology and only 17.3% were unsupportive; however, among respondents who either did not agree or were neutral regarding the clarity of communication about BWCs, 37.9% supported and more than three-quarters (77.5%) did not support the use of BWCs. There was a significant difference between the perceptions of respondents who believed the reasons for BWC implementation were clearly explained and those who felt that implementation was not clearly explained.



Overall support for BWCs was also examined by sex, race, and education level. A greater percentage of female officers supported BWCs (43.3%) compared to males (29.7%), although this difference was not statistically significant (Figure 5). Support for BWCs did not appear to be associated with respondents' race (Figure 6), with approximately half of White (47.9%) and Nonwhite (47.2%) respondents expressing support for BWCs.



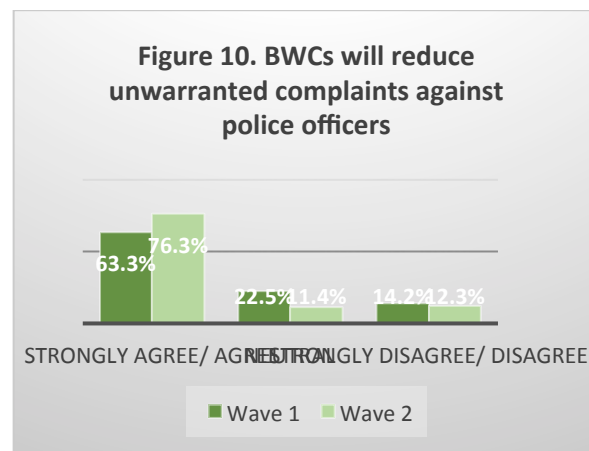
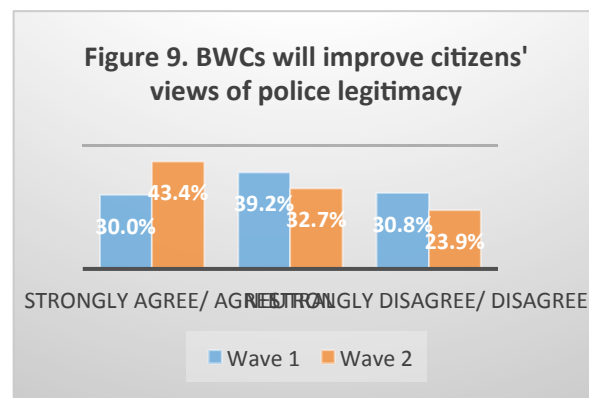
Across these racial categories approximately one-third were neutral and less than one-fifth were unsupportive. There was also no observed difference in perceptions of personnel with an associate's degree or less compared to those with a bachelor's degree or more. More than one-third of respondents belonging to each educational category were supportive of the technology (Figure 7). However, whether one had been issued a BWC significantly impacted overall support for BWCs (Figure 8).

Respondents in Wave 2 of the survey who had not been issued a BWC were much more supportive (60%) of the BWC program than those who had been issued a BWC (42.6%). Those who had been issued a BWC were also less supportive of the technology (Figure 8).

Benefits of Body-Worn Cameras

The topics presented in Figures 9-13 are centered on the impact of BWCs on citizens'

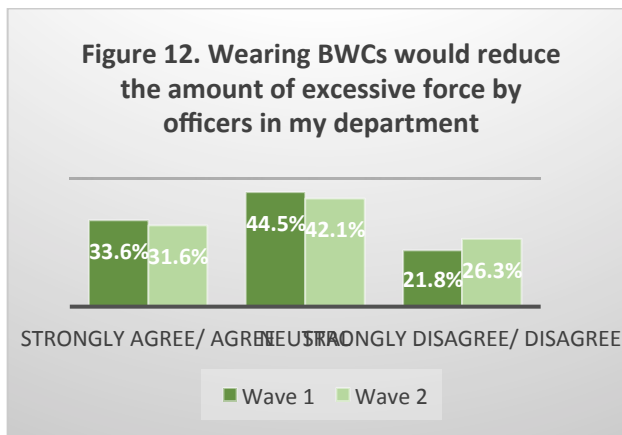
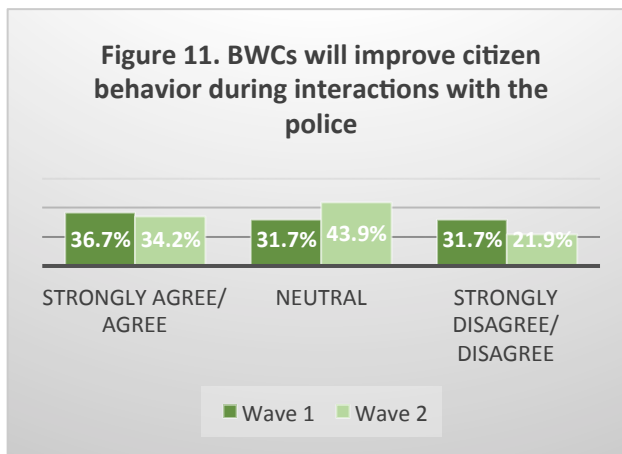
views of policing, citizens' behavior, use of force, and evidence. Figure 9 shows that police officer views about whether BWCs would impact citizens' views of police legitimacy changed significantly from Wave 1 to Wave 2. In Wave 1, 30% of respondents agreed that BWCs would improve citizens' views of police legitimacy, whereas 30.8% disagreed. During Wave 2, however, after BWC implementation, respondents showed more agreement with the notion that BWCs will improve citizens' views of police legitimacy (43.4%), while 23.9% disagreed.



Advocates of BWCs have contended that the technology would help to reduce unwarranted or false complaints by citizens against police officers. Most respondents in both waves of the survey agreed that BWCs will reduce unwarranted complains. In Wave 1, 63.3% agreed and slightly more than three-quarters of Wave 2 respondents (76.3%) agreed with this notion. The percentage of officers who felt that BWCs would not reduce unwarranted

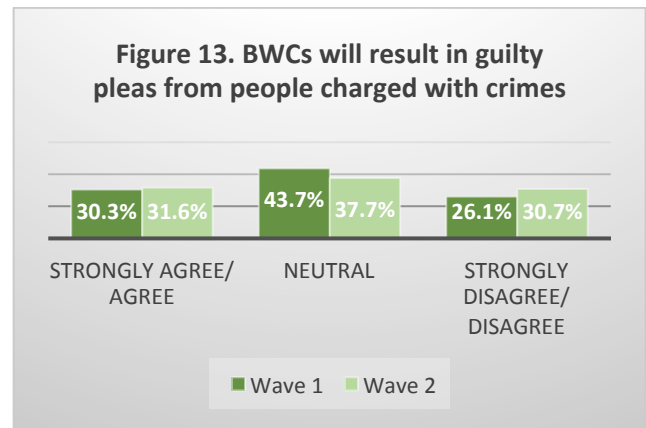
complaints decreased only slightly from Wave 1 to Wave 2. The differences across survey waves, however, was not statistically significant (see Figure 10).

Perceptions were mixed on perceptions of citizens' and officers' behavior. Approximately one-third of respondents across both waves of the survey felt that BWCs would improve citizens' behavior (Figure 11) or reduce the amount of excessive force within their department (Figure 12). Furthermore, approximately one-third of respondents across both waves felt that BWCs will not improve citizens' behavior. Views were also split on whether wearing BWCs would reduce the amount of excessive force by officers, and there was no significant difference between waves (Figure 12).

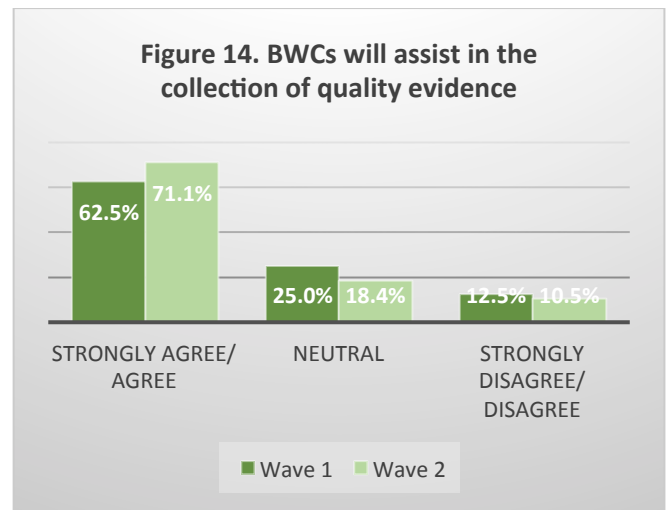


One argument in support of the use of BWCs by police is that guilty pleas would increase after implementation of the technology because police and prosecutors would have video evidence

available to support criminal charges. Officers were generally split on whether they believed this result would occur (Figure 13).



Approximately one-third (30.3%) of Wave 1 respondents agreed, and the percentage in agreement in Wave 2 was similar (31.6%). Approximately one-quarter in Wave 1 and one-third in Wave 2 disagreed. Conversely, a large majority of officers believed BWCs would assist in the collection of quality evidence across both survey waves (Figure 14) with 62.5% and 71.1% respectively.



General Impact on Job

Figures 15-16 depict respondents' perceptions regarding the general impact of BWCs on their job. Wave 1 respondents were more inclined to disagree that BWCs will help police officers do their job, whereas Wave 2 respondents, although they were split, expressed more agreement that BWCs will help police officers do their job. It

should be noted, however that Wave 2 officer views were equally dispersed across the three categories.

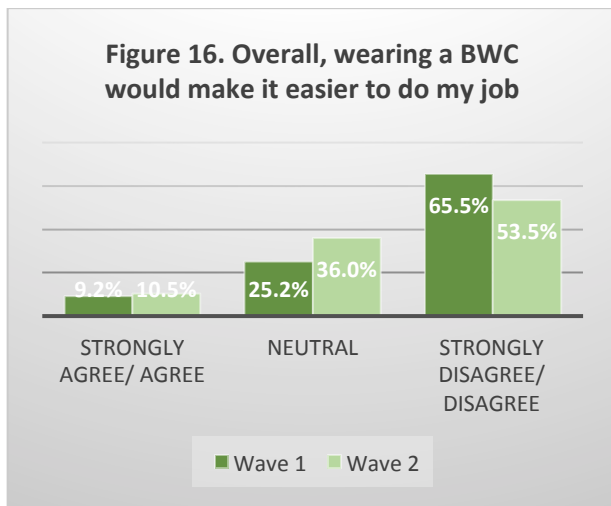
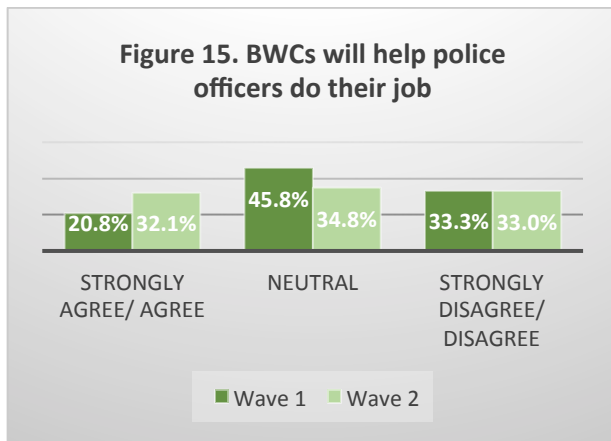


Figure 16 shows that across both waves of the survey police officers disagreed that wearing a BWC would make it easier to do their job. Moreover, approximately 8 months after the implementation of BWCs disagreement with the statement dropped 18%, from 65.5% to 53.5%. The decrease suggests that as officers become more accustomed to BWCs their perception that it makes their job easier increases.

Body-Worn Cameras and Behavior

The issues depicted in Figures 17-19 pertain to behavioral changes by officers when wearing BWCs. Across Waves 1 and 2 of the survey half of the respondents felt that body-worn cameras will improve police officer behavior during interactions with residents. Very few

respondents disagreed with this notion (See Figure 17).

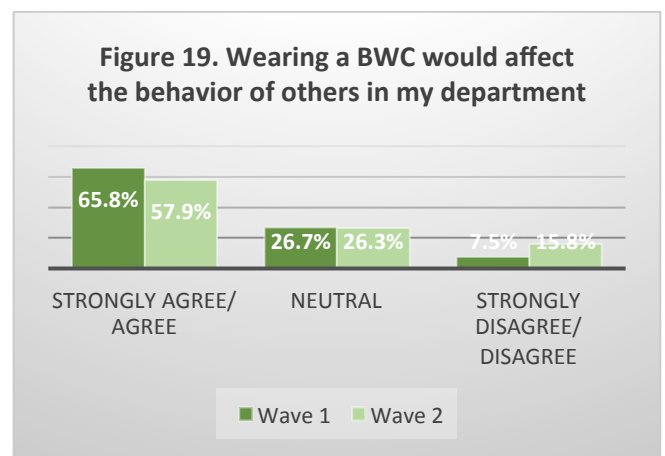
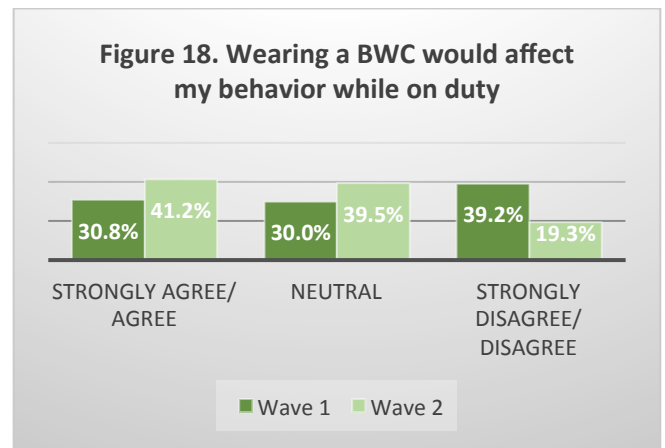
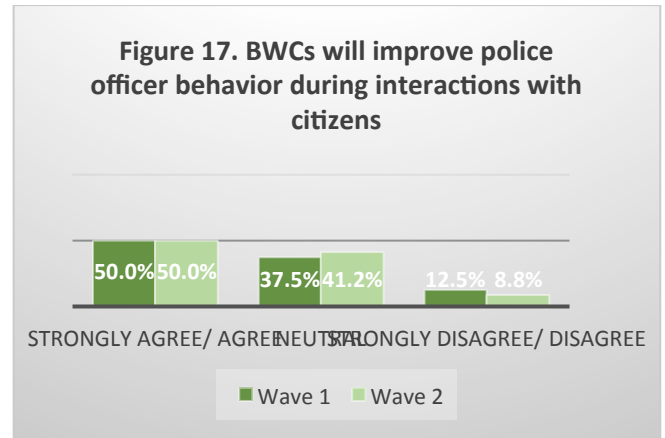
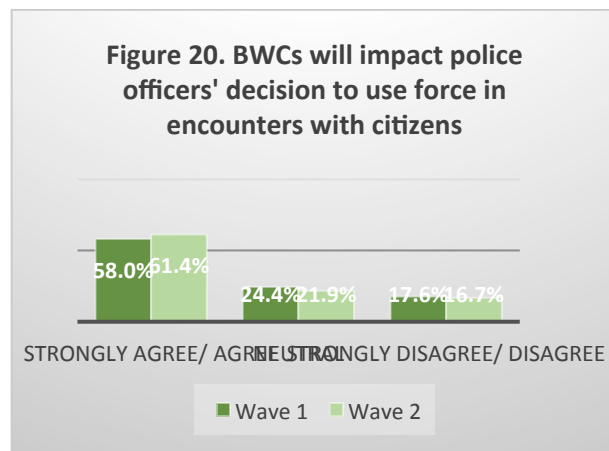


Figure 18 shows that perceptions were mixed across both waves regarding whether “wearing a BWC would affect my behavior.” However, after implementation of BWCs, officers seemed more inclined to agree that BWCs would affect their behavior than prior to implementation. Furthermore, when respondents were asked to

consider the behavior of others in their department, a large majority of respondents in both waves agreed that wearing a BWC would affect the behavior of others in my department (Figure 19).

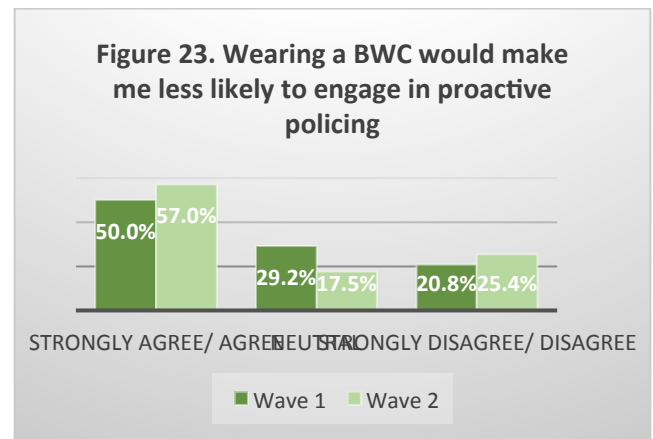
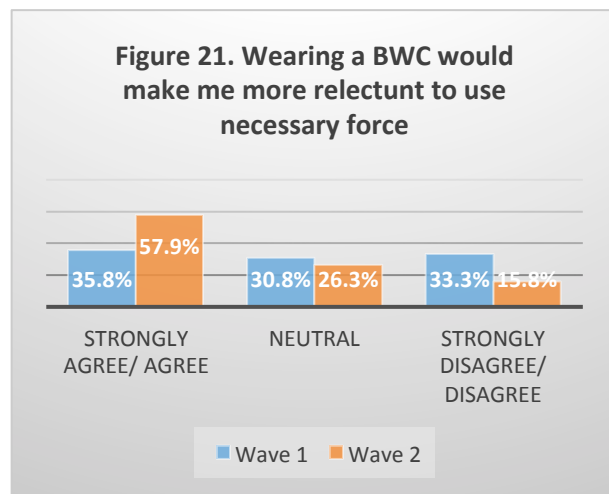
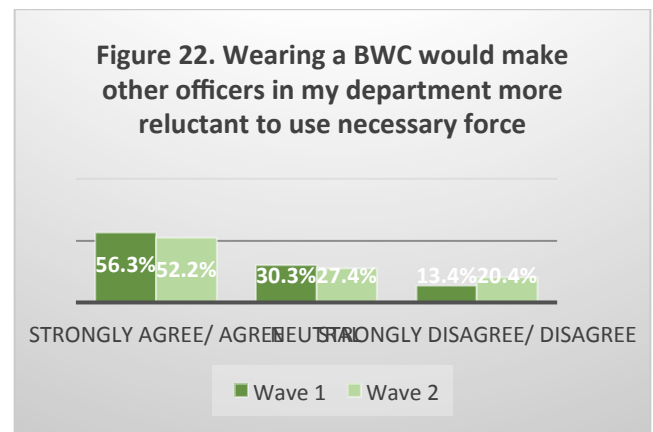
Use of Force and Proactive Policing

The next set of questions asked officers about use of force and changes to the way they police based on wearing a BWC (Figures 20-24). The first question asked if “BWCs will impact police officers’ decisions to use force in encounters with citizens.” Officers’ views across both waves were almost identical on this issue.



evenly across agreement, neutrality and disagreement in both waves. There was a significant difference between views at Wave 1 and 2 as officers at Wave 2 were in stronger agreement that BWCs “would make me more reluctant to use necessary force” (Figure 21).

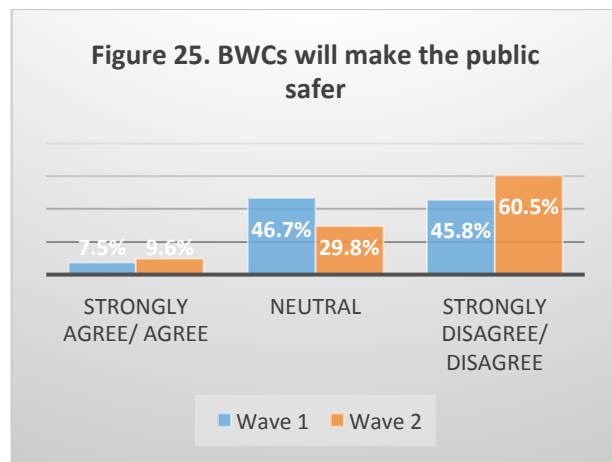
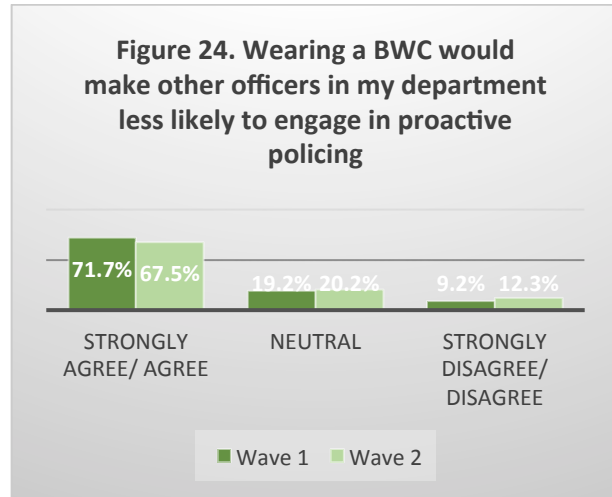
We also asked officers if wearing a BWC would make other officers in their department reluctant to use necessary force in encounters with citizens. The difference between Waves 1 and 2 was not statistically significant. However there was agreement across both waves that wearing a BWC would make other officers more reluctant to use necessary force (Figure 22).



Most Wave 1 and 2 respondents agreed (58% and 61.4% respectively) that BWCs will impact decisions to use force (Figure 20). However similar to the responses pertaining to officer behavior, when asked about the impact of BWCs on their own personal decisions to use force, law enforcement Wave 1 officer responses were split

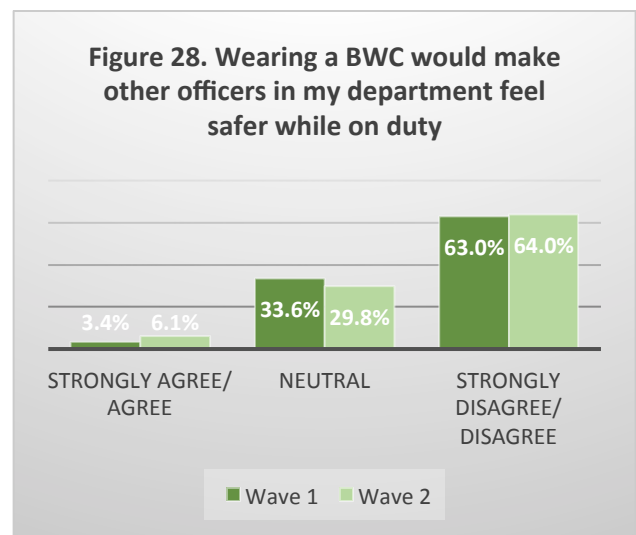
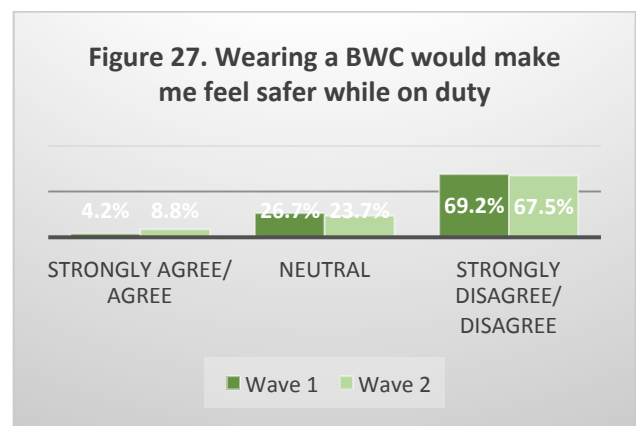
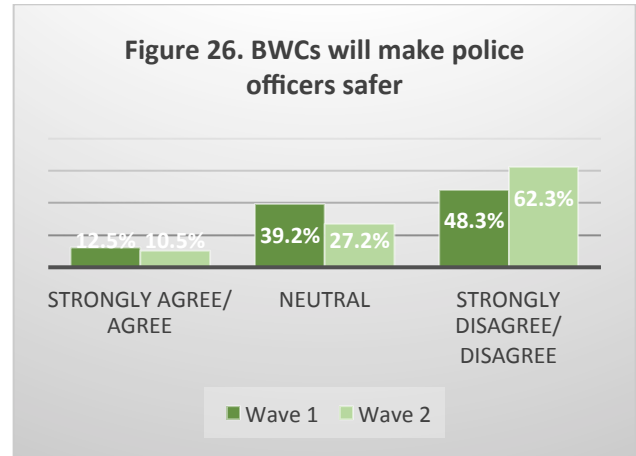
Regarding the notion that wearing a BWC would make officers “less likely to engage in proactive policing,” there were no statistically significant differences between Waves 1 and 2 (Figure 23). Half of respondents agreed that they would be less likely to engage in proactive policing (50% in Wave 1 and 57% in Wave 2).

Regarding the question on whether BWCs would “make other officers in my department less likely to engage in proactive policing” the level of agreement was more pronounced for both waves. Figure 24 shows that 71.1% of officers at Wave 1 were in agreement whereas 67.5% were in agreement at Wave 2.



Body-Worn Cameras and Safety

The following section reports on issues regarding the impact of BWCs on safety (Figures 25-28). Overall, a majority of officers thought that BWCs would not make the public safer. However, this perception was more pronounced with respondents at Wave 2 as 60.5% of officers disagreed with the statement that BWCs will make the public safer, compared to 45.8% at Wave 1. Figure 26 depicts that most officers disagreed that BWCs will make police officers safer (Wave 1 = 48.3% and Wave 2 = 62.3%).

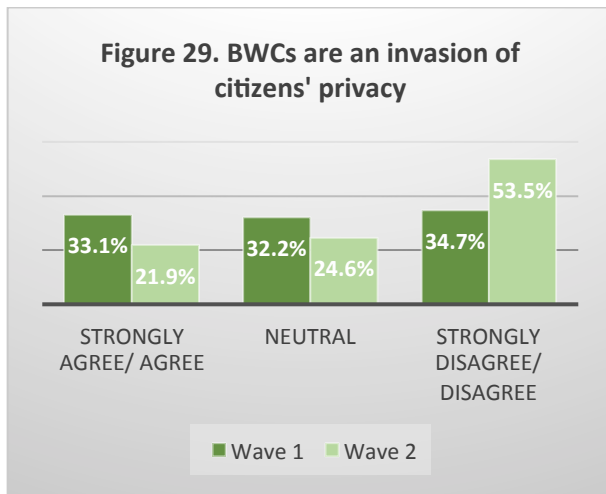


Two-thirds of respondents across both waves believed that wearing a body-worn camera would not make them safer (Figure 27). There was a similar finding regarding perceptions of other officers in the department, and there were no significant differences between Wave 1 and Wave 2 respondents. As seen in Figure 28, 63%

of Wave 1 officers disagreed that BWCs, “would make other officers in my department feel safer while on duty” compared to 64%% of Wave 2 officers. Responses at the two waves were almost identical in this regard.

Privacy and Recruitment.

The following issues pertain to officer thoughts on privacy and recruitment (Figures 29-32). Slightly more than one-third of officers at Wave 1 indicated that they disagreed that BWCs were an invasion of citizens’ privacy compared to 53.5% of officers at Wave 2 (Figure 29). This difference was not statistically significant. When asked if BWCs were an invasion of officer privacy, there were no major differences between Waves 1 and 2. However 4 out of 10 officers in both waves believed that BWCs are an invasion of police officer privacy (Figure 30).



When asked if BWCs would make it harder to get citizens/witnesses to talk to police, prior to implementation, officers were more likely to agree that BWCs will make it harder to get witnesses to talk to the police (49.2%). However after implementation agreement with this statement dropped almost 36% (Figure 31).

Body-Worn Cameras Impact and Stress.

The next three questions inquired about the perceived impact of BWCs on their work and stress. Figure 32 shows a leaning toward disagreement with the statement that “The implementation of BWCs will make it more difficult to recruit and retain quality police

officers.” Here there was no significant difference between the two waves.

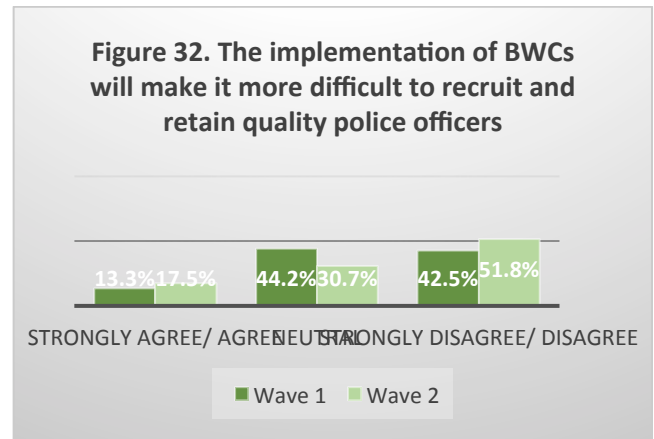
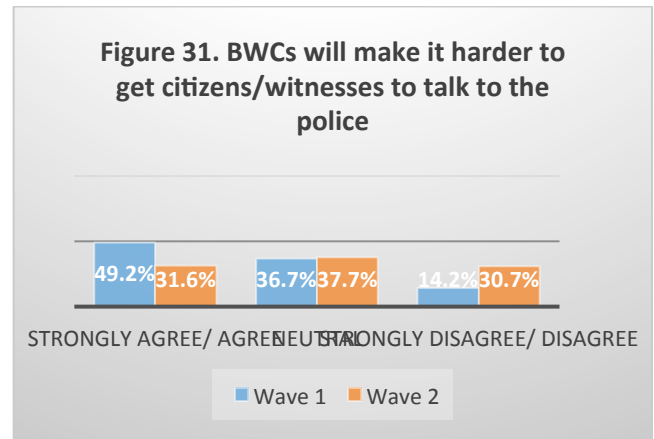
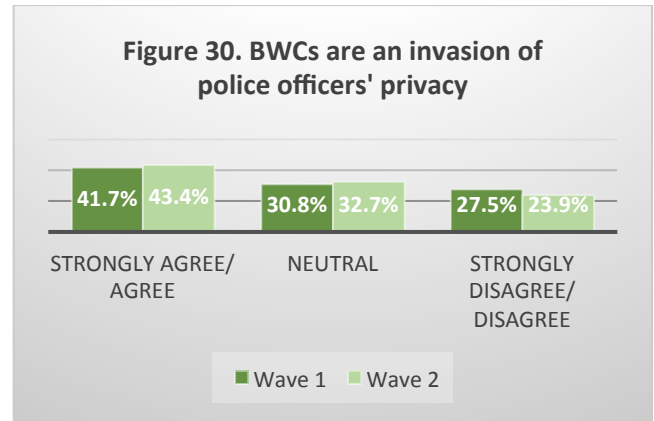


Figure 33 shows that one-half of respondents in both waves 1 and 2 agreed that BWCs would be a distraction and impede on their ability to react to emergencies. And although views were mixed roughly 4 out of 10 officers in both waves agreed with the statement that the maintenance and upkeep of BWCs would take time away from normal duties (Figure 34).

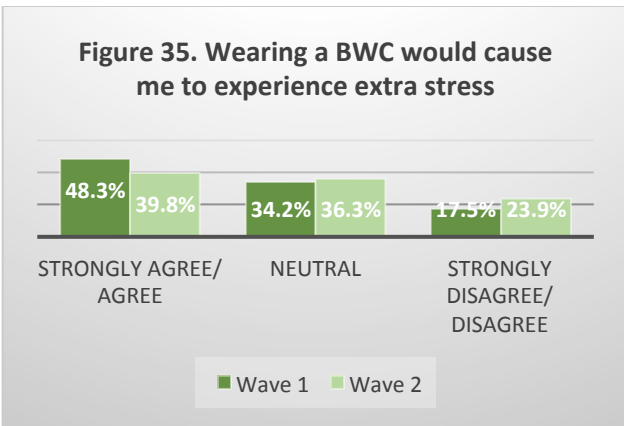
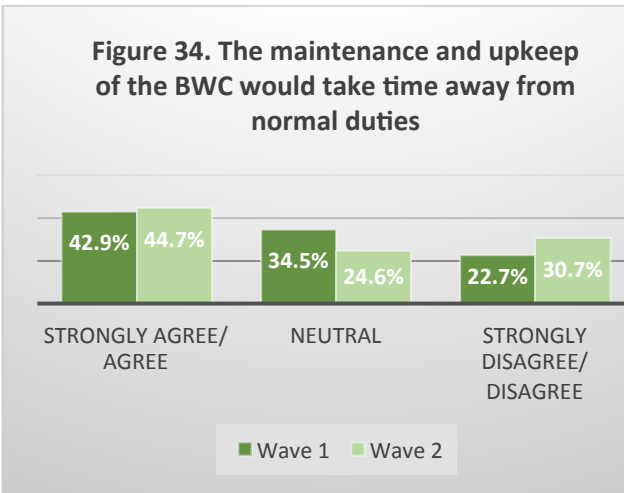
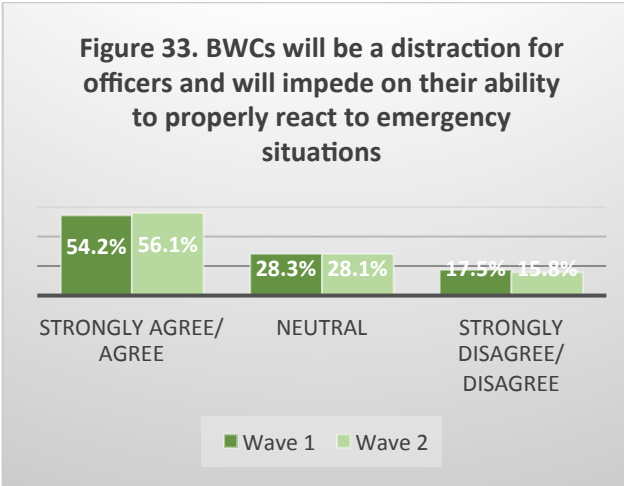
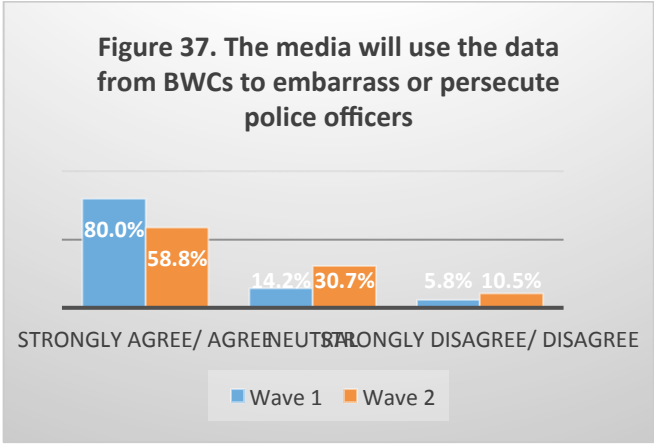
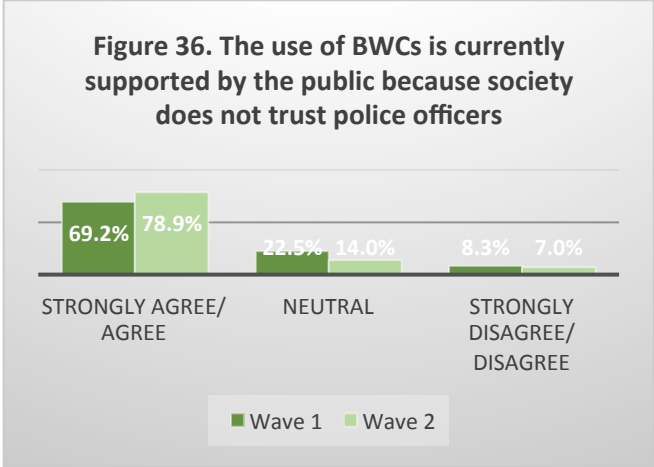


Figure 35 also shows across both waves that respondents agreed that wearing a BWC would cause extra stress. However, it should be noted that officers at Wave 2 were less likely to feel that BWCs increase stress.

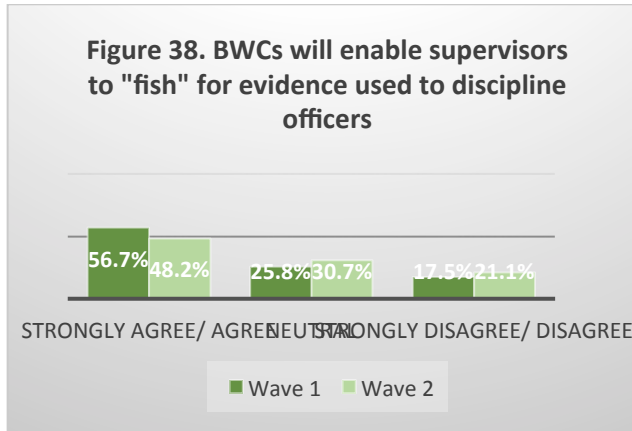
Body-Worn Cameras, Media, and the Public.

The final section outlines questions regarding the influence of the public and media on BWCs. These results can be seen in Figures 36-38. Most respondents agreed that, “the use of BWCs is currently supported by the public because society does not trust the police.” At Wave 2, almost 80% of officers agreed with this statement in comparison to about 70% at Wave 1 (Figure 36).



At both Waves 1 and 2, the majority of officers believed that “the media will use the data from BWCs to embarrass or persecute police officers” (Wave 1 = 80% and Wave 2 = 58.8%). However respondents’ agreement with this statement was more pronounced at Wave 1 (Figure 37), and this was a statistically significant difference. Approximately half of the officers at both Waves 1 and 2 agreed that, “BWCs will enable supervisors to “fish” for evidence use to discipline officers” (56.7% and 48.2%

respectively). This difference was not statistically significant (Figure 38). The data in Figures 37 and 38 suggest that implementation of BWCs positively changed officers' perceptions on these two issues.



Summary of Survey Findings

The main findings of the WPB PD survey are summarized below:

- There were differences in law enforcement perceptions of body-worn cameras based on rank. Although WPB police officers were generally supportive of BWCs prior and post implementation, higher ranking respondents were more likely to support the use of BWCs.
- Police personnel were more likely to believe that the reasons for implementing the BWC program were clearly communicated after BWCs had been fully implemented, as opposed to views during the pre-implementation period.
- There was a significant difference between the perceptions of respondents who believed the reasons for BWC implementation were clearly explained and those who felt that implementation was not clearly explained. Those who believed it was clearly explained were more supportive of BWC use.
- Whether an officer had been issued a BWC significantly impacted overall support for BWCs. Officers who had

been issued a BWC were generally less supportive than those who had not been issued a BWC.

- Officer views on police legitimacy changed significantly between Waves 1 and 2. After BWC implementation respondents showed more agreement with the notion that BWCs will improve citizens' views of police legitimacy.
- After BWC implementation most respondents felt that BWCs would make officers more reluctant to use necessary force.
- In both survey waves, the majority of officers did not believe that BWCs would make officers feel safer.
- Most respondents agreed that BWCs would make officers less likely to engage in proactive policing.
- Most respondents agreed that BWCs would affect officers' behavior in some way, and most felt that BWCs would not make it easier to do their job.
- Most officers agreed that BWCs would help with the collection of quality evidence.