



Request for Council Action

TO: Mayor and City Council
THROUGH: Tim Murray, City Administrator
FROM: Andy Bohlen, Police Chief
MEETING DATE: February 12, 2019
SUBJECT: Accept Policy #316 - Body-Worn Camera

Background:

In November 2018, the Police Department purchased Axon body-worn camera technology and a draft policy for its use was created. The department reviewed the League of Minnesota Cities' recommended policy and utilized its best practice language in its own policy. The policy has been reviewed by City Council, other police departments already using body worn cameras, and the city attorney. In addition, on January 16, 2019, the Faribault Police Department hosted a public forum to discuss the policy and protocol. Any and all questions or concerns have been addressed and a final policy has been prepared. The police department plans to undergo training in February and anticipates rolling out the body worn cameras to patrol in March.

Recommendation:

Accept Policy #316 - Body-Worn Camera.

Attachments:

- Policy #316

Faribault Police Department

Policy #: 316	Subject: Body Worn Cameras
Issued by: Chief Andy Bohlen	
Personnel: Sworn Personnel	Date Issued: February 12, 2019

Purpose

The primary purpose of using body-worn-cameras (BWCs) is to capture evidence arising from police-citizen encounters. This policy sets forth guidelines governing the use of BWCs and the management, access, storage, retrieval, retention and the administering of the data that results. Compliance with these guidelines is mandatory, but it is recognized that officers must also attend to other primary duties and the safety of all concerned, sometimes in circumstances that are tense, uncertain, and rapidly evolving.

Policy

It is the policy of the Faribault Police Department (the “Agency”) to authorize and require the use of Agency-issued BWCs as set forth below, and to administer BWC data as provided by law. This policy does not apply to squad-based (dash-cam) recording systems.

Definitions

- A. **Adversarial:** A law enforcement encounter with a person that becomes confrontational, during which at least one person expresses anger, resentment, or hostility toward the other, or at least one person directs toward the other verbal conduct consisting of arguing, threatening, challenging, swearing, yelling, shouting or body posturing. Encounters in which a citizen demands to be recorded or initiates recording on his or her own are deemed adversarial.
- B. **Body-Worn-Camera (BWC):** A camera worn on an individual officer’s person that records and stores audio and video.
- C. **BWC Administrator:** Typically a supervisor or a designee, who assigns, tracks and maintains BWC equipment, oversees needed repairs or replacement equipment through the vendor, controls user rights and access, and acts as a liaison with the vendor.
- D. **BWC Technician:** Personnel certified or trained in the operational use and repair of BWCs, duplicating methods, storage and retrieval methods and procedures, and who possess a working knowledge of audio forensics and evidentiary procedures.
- E. **Evidentiary Value:** Information that may be useful as proof in a criminal prosecution, related civil or administrative proceeding, further investigation of an actual or suspected criminal act, or in considering an allegation against a law enforcement agency or officer.

- F. **General Citizen Contact:** An informal encounter with a citizen that is not and does not become law enforcement-related or adversarial, and a recording of the event would not yield information relevant to an ongoing investigation. Examples include, but are not limited to, assisting a motorist with directions, summoning a wrecker, or receiving generalized concerns from a citizen about crime trends in his or her neighborhood.
- G. **Law Enforcement-Related Information:** Information captured or available for capture by use of a BWC that has evidentiary value because it documents events with respect to a stop, arrest, search, citation, or charging decision.
- H. **MGDPA or Data Practices Act:** The Minnesota Government Data Practices Act, Minn. Stat. § 13.01, et seq.
- I. **Official Duties:** For purposes of this policy, means that the officer is on duty and performing authorized law enforcement services on behalf of this Agency.
- J. **Records Retention Schedule:** The General Records Retention Schedule for Minnesota Cities.
- K. **Unintentionally Recorded Footage:** A video recording that results from an officer's inadvertence in operating the officer's BWC, provided that no portion of the resulting recording has evidentiary value. Examples of unintentionally recorded footage include, but are not limited to, recordings made in station house locker rooms, restrooms, and recordings made while officers were engaged in conversations of a non-business, personal nature with the expectation that the conversation was not being recorded.
- L. **Brady-Giglio Impaired:** A police officer that has engaged in certain qualifying conduct established by the Rice County Attorney that may necessitate disclosure as part of the prosecution or defense of a criminal defendant. A police officer deemed to have a *Brady-Giglio* impairment shall have additional BWC use expectations as identified within this policy.

Training

Users of the BWC systems and supervisors shall successfully complete an approved course of instruction prior to being deployed. This training shall be documented by the Agency.

Use and Documentation

- A. Officers are required, while on duty, to wear their Agency-issued BWCs. Administrative and Investigative personnel are not required to wear a BWC, but may at their own discretion.
- B. Officers may use only Agency-issued BWCs in the performance of official duties for this Agency or when otherwise performing authorized law enforcement services as an employee of this Agency.

- C. Officers who have been issued BWCs shall operate and use them consistent with this policy. Officers shall conduct a function test of their issued BWCs at the beginning of each shift, in accordance with manufacturer specifications, to make sure the devices are operating properly. Officers noting a malfunction during testing or at any other time shall promptly report the malfunction to their immediate supervisor and shall document the report in writing. The officer shall then use a spare BWC that has been tested and is operating properly. All supervisors shall then advise the BWC Administrator of any malfunction, and the BWC Administrator shall take prompt action to address malfunctions and document the steps taken in writing.
- D. Officers should wear their issued BWCs at the location on their body and in the manner specified in training.
- E. Officers must document BWC use and non-use as follows:
 - 1. Whenever an officer makes a recording, the existence of the recording shall be documented in an incident report.
 - 2. Whenever an officer fails to record an activity that is required to be recorded under this policy or captures only a part of the activity, the officer must document the circumstances and reasons for not recording in an incident report. Supervisors shall review these reports and initiate any corrective action deemed necessary.
- F. The Agency will maintain the following records and documents relating to BWC use, which are classified as public data:
 - 1. The total number of BWCs owned or maintained by the Agency;
 - 2. A daily record of the total number of BWCs actually deployed and used by officers;
 - 3. The total amount of recorded BWC data collected and maintained; and
 - 4. This policy, together with the Records Retention Schedule.

General Guidelines for Recording

- A. Officers shall activate their BWCs when responding to all calls for service and during all law enforcement-related encounters and activities, including but not limited to pursuits, *Terry* stops of motorists or pedestrians, arrests, searches, suspect interviews and interrogations, and during any police/citizen contact that becomes adversarial. However, officers need not activate their cameras when it would be unsafe, impossible, or impractical to do so or may cause harm to themselves or the public, but such instances of not recording when otherwise required must be documented as specified in the Use and Documentation guidelines, part (D)(2) (above).

- B. Except as otherwise directed, officers have discretion to record or not record incidental citizen contacts. If designated Brady-Giglio impaired, officers must activate BWC when responding to all calls for service and all incidental citizen contacts regardless of the circumstance.
- C. Officers have no affirmative duty to inform people that a BWC is being operated or that the individuals are being recorded. However, if asked, officers shall advise citizens they are being recorded.
- D. Officers shall not intentionally block the BWC's audio or visual recording functionality to defeat the purposes of this policy.

Special Guidelines for Recording

Officers may, in the exercise of sound discretion, determine:

- A. To use their BWCs to record any police-citizen encounter if there is reason to believe the recording would potentially yield information having evidentiary value, unless such recording is otherwise expressly prohibited.
- B. Officers shall use their BWCs and squad-based audio/video systems to record their transportation and the physical transfer of persons in their custody to hospitals, detox and mental health care facilities, juvenile detention centers, and jails, but otherwise should not record in these facilities unless the officer anticipates witnessing a criminal event or being involved in or witnessing an adversarial encounter or use-of-force incident.

Documenting BWC Use

If any incident or video statements are recorded with the BWC system, the existence of that recording shall be documented in the officer's report. A video statement is not a replacement for a written or audio recorded statement.

Cessation of Recording

- A. Once activated, the BWC should continue recording until the conclusion of the incident or encounter, or until it becomes apparent that additional recording is unlikely to capture information having evidentiary value. A sergeant and above in rank shall likewise direct the discontinuance of recording when further recording is unlikely to capture additional information having evidentiary value. If the recording is discontinued while an investigation, response, or incident is ongoing, officers shall state the reasons for ceasing the recording on camera before deactivating their BWC. A statement on camera such as, "Everything has settled down and the action appears to be over" should often suffice as a statement of reasons for stopping to record.
- B. Recording may be temporarily ceased to exchange information with other officers or during non-enforcement activities such as waiting for a tow truck or a family member to arrive, or in other similar situations. Officers shall state the reasons for ceasing the recording on camera before deactivating their BWC.

- C. If circumstances change, officers shall reactivate their cameras as required by this policy to capture information having evidentiary value.

Prohibited use of BWC

- A. Notwithstanding any other provision in this policy, officers shall not use their BWCs to record other Agency personnel during non-enforcement related activities, such as during pre- and post-shift time in locker rooms, during meal breaks, or during other private conversations, unless recording is authorized as part of an administrative or criminal investigation.
- B. Officers are prohibited from using Agency-issued BWC equipment for personal use and are prohibited from making and/or disseminating personal copies of recordings created while on-duty or while acting in their official capacity.
- C. There shall be no audio or video recordings made in any court of law, unless authorized by a judge (Minn. Court Rule 4, General Rules of Practice).
- D. Officers shall not record encounters with undercover officers or confidential informants or during administrative investigations in which the applicable oversight board has expressly prohibited such recordings.
- E. Officers shall not record patients during medical or psychological evaluations by a clinician or similar professional during treatment, unless required for evidentiary purposes (Example: Legal blood, etc.). Officers shall be aware of patients' rights to privacy when in hospital settings. When recording in hospitals and other medical facilities, officers shall be careful to avoid recording persons other than the suspect.
- F. Officers shall not record while in a facility whose primary purpose is to provide psychiatric services unless lawfully present in the course of officer duties responding to a radio call involving a suspect who is still present.
- G. Officers shall use discretion when recording while inside jail facilities based on the subject and subject's actions.
- H. Officers shall try to avoid recording videos of persons who are nude or when sensitive human areas are exposed.

Uploading and Labeling Data

- A. Each officer using a BWC is responsible for transferring or assuring the proper transfer of the data from his or her camera to designated cloud-based storage by the end of that officer's shift. However, if the officer is involved in a shooting, in-custody death, or other law enforcement activity resulting in death or great bodily harm, a supervisor or investigator shall take custody of the officer's BWC and assume responsibility for transferring the data from it.

- B. Officers shall label the BWC data files at the time of video capture or transfer to storage, and should consult with a supervisor if in doubt as to the appropriate labeling. Officers should assign as many of the following labels as are applicable to each file:
1. **Evidence—criminal:** The information has evidentiary value with respect to an actual or suspected criminal incident or charging decision.
 2. **Evidence—force:** Whether or not enforcement action was taken or an arrest resulted, the event involved the application of force by a law enforcement officer of this or another agency.
 3. **Evidence—property:** Whether or not enforcement action was taken or an arrest resulted, an officer seized property from an individual or directed an individual to dispossess property.
 4. **Evidence—administrative:** The incident involved an adversarial encounter or resulted in a complaint against the officer.
 5. **Evidence—other:** The recording has potential evidentiary value for reasons identified by the officer at the time of labeling.
 6. **Training:** The event was such that it may have value for training.
 7. **Not evidence:** The recording does not contain any of the foregoing categories of information and has no apparent evidentiary value. Recordings of general citizen contacts and unintentionally recorded footage are not evidence.
- C. An officer shall flag BWC files which they believe contain the likely presence of information about individuals whose identities may be legally protected under the MGDPA, which protects them from being disclosed to others, or any unintentionally recorded footage. Examples of such include, without limitation, undercover operations, special victims and videos which are clearly offensive to common sensitivities.
- D. Labeling and flagging designations may be corrected or amended based on additional information by a ranking officer or their non-sworn designee.

Retention

- A. All BWC data, including general citizen contacts and erroneously recorded or non-evidentiary data, shall be retained for a minimum period of 90 days.
- B. Data documenting the discharge of a firearm by a peace officer in the course of duty, other than for training or the killing of an animal that is sick, injured, or dangerous, must be maintained for a minimum period of one year.

- C. Certain kinds of BWC data must be retained for six years:
 - 1. Data that documents the use of deadly force by a peace officer, or force of a sufficient type or degree to require a use of force report or supervisory review regardless of the disposition of any related criminal case.
 - 2. Data documenting an incident that resulted in a potential adversarial encounter, complaint against an officer or triggering an internal investigation shall be retained for six years. A shorter retention period may be utilized if no complaint or investigation arises.
- D. Other data having evidentiary value shall be retained for the period specified in the Records Retention Schedule. When a particular recording is subject to multiple retention periods, it shall be maintained for the longest applicable period.
- E. Subject to Part F (below), all other BWC footage that is classified as non-evidentiary, becomes classified as non-evidentiary, or is not maintained for training shall be destroyed after 90 days.
- F. Upon written request by a BWC data subject, the Agency shall retain a recording pertaining to that subject for an additional time period requested by the subject of up to 180 days. The Agency will notify the requestor at the time of the request that the data will then be destroyed unless a new written request is received.
- G. The Agency shall maintain an inventory of BWC recordings having evidentiary value. The Records Retention Schedule provides that retention periods for cases that have been charged are based on the status of court proceedings. For uncharged offenses, retention is seven years or permanent in the case of homicides.
- H. The Agency will post this policy, together with a link to its Records Retention Schedule, on its website.

Once submitted for storage all recorded media will be labeled and stored in a designated secure area. All recorded media that is not booked in as evidence will be retained in compliance with the Records Retention Schedule or as required by the rules for evidence, unless a specific request is made to store them for a longer period.

Management of BWC Data:

The BWC Administrator is responsible for:

- A. Logs reflecting BWC equipment assignments, serial numbers, dates of issuance, and the officers to which each BWC was issued;
- B. Ensuring that BWC policies and procedures are followed;
- C. Ordering of all BWC equipment; and

D. Corrective action for non-functioning BWC equipment.

The BWC Technician, or its designee, is responsible for:

- A. Retrieving, storing, erasing and duplicating of all recorded media.
- B. Collecting all completed media for oversight. Once collected, the BWC Technician, or its designee, shall:
 - a. Ensure it is stored in a secured location with authorized controlled access; and
 - b. Make appropriate entries in the chain of custody log.
- C. Erasing of media:
 - a. Pursuant to a court order; and/or
 - b. In accordance with established records retention policies.
- E. Ensuring that an adequate supply of recording media is available.
- F. Managing the long-term storage of media that has been deemed to be of evidentiary value in accordance with the Agency's evidence storage protocols and the records retention schedule.

Administering Access to BWC Data:

- A. **Data subjects.** Under Minnesota law, the following are considered data subjects for purposes of administering access to BWC data:
 - 1. Any person or entity whose image or voice is documented in the data.
 - 2. The officer who collected the data.
 - 3. Any other officer whose voice or image is documented in the data, regardless of whether that officer is or can be identified by the recording.
- B. **BWC data is presumptively private.** BWC recordings are classified as private data about the data subjects unless there is a specific law that provides differently. As a result:
 - 1. BWC data pertaining to people is presumed private, as is BWC data pertaining to businesses or other entities.
 - 2. Some BWC data is classified as confidential (see C. below).
 - 3. Some BWC data is classified as public (see D. below).

C. **Confidential data.** BWC data that is collected or created as part of an active criminal investigation is confidential. This classification takes precedence over the “private” classification listed above and the “public” classifications listed below.

D. **Public data.** The following BWC data is public:

1. Data documenting the discharge of a firearm by a peace officer in the course of duty, other than for training or the killing of an animal that is sick, injured, or dangerous.
2. Data that documents the use of force by a peace officer that results in substantial bodily harm.
3. Data that a data subject requests to be made accessible to the public, subject to redaction. Data on any data subject (other than a peace officer) who has not consented to the public release must be redacted. In addition, any data on undercover officers must be redacted.
4. Data that documents the final disposition of a disciplinary action against a public employee.

However, if another provision of the Data Practices Act classifies data as private or otherwise not public, the data retains that other classification. For instance, data that reveals protected identities under Minn. Stat. § 13.82, subd. 17 (e.g., certain victims, witnesses, and others) should not be released even if it would otherwise fit into one of the public categories listed above.

E. **Access to BWC data by non-employees.** Officers shall refer members of the media or public seeking access to BWC data to the Chief of police or his/her designee and/or the City’s responsible authority, who shall process the request in accordance with the MGDPA and other governing laws. In particular:

1. An individual shall be allowed to review recorded BWC data about him- or herself and other data subjects in the recording, but access shall not be granted:
 - a. If the data was collected or created as part of an active investigation.
 - b. To portions of the data that the Agency would otherwise be prohibited by law from disclosing to the person seeking access, such as portions that would reveal identities protected by Minn. Stat. § 13.82, subd. 17.
2. Unless the data is part of an active investigation, an individual data subject shall be provided with a copy of the recording upon request, but subject to the following guidelines on redaction:
 - a. Data on other individuals in the recording who do not consent to the release must be redacted.

- b. Data that would identify undercover officers must be redacted.
- c. Data on other officers who are not undercover, and who are on duty and engaged in the performance of official duties, may not be redacted.

F. **Access by peace officers and law enforcement employees.** No employee may have access to the Agency's BWC data except for legitimate law enforcement or data administration purposes:

1. Officers may access and view stored BWC video only when there is a business need for doing so, including the need to defend against an allegation of misconduct or substandard performance. Officers may review video footage of an incident in which they were involved prior to preparing a report, giving a statement, or providing testimony about the incident.

If an officer is involved in a deadly force critical incident, the officer is encouraged to first speak with the outside investigating agency and their legal counsel before making a decision to review their own BWC footage. The decision will ultimately be left to the individual officer.

2. Agency personnel shall document their reasons for accessing stored BWC data, in the manner provided within the database, at the time of each access. Agency personnel are prohibited from accessing BWC data for non-business reasons and from sharing the data for non-law enforcement related purposes, including but not limited to uploading BWC data recorded or maintained by this Agency to public and social media websites.
3. Employees seeking access to BWC data for non-business reasons may make a request for it in the same manner as any member of the public.

G. **Other authorized disclosures of data.** Officers may display portions of BWC footage to witnesses as necessary for purposes of investigation as allowed by Minn. Stat. § 13.82, subd. 15, as may be amended from time to time. Officers should generally limit these displays in order to protect against the incidental disclosure of individuals whose identities are not public. Protecting against incidental disclosure could involve, for instance, showing only a portion of the video, showing only screen shots, muting the audio, or playing the audio but not displaying video. In addition,

1. BWC data may be shared with other law enforcement agencies only for legitimate law enforcement purposes that are documented in writing at the time of the disclosure.
2. BWC data shall be made available to prosecutors, courts, and other criminal justice entities as provided by law.
- 3.

Data Security Safeguards

- A. Data security safeguards are to be used by the Agency in connection with the particular BWC technologies being employed through the BWC vendor.
- B. Personally owned devices, including but not limited to computers and mobile devices, shall not be programmed or used to access or view Agency BWC data unless specifically approved by the Chief of Police.
- C. Officers shall not intentionally edit, alter, or erase any BWC recording.
- D. As required by Minn. Stat. § 13.825, subd. 9, as may be amended from time to time, this Agency shall obtain an independent biennial audit of its BWC program.

Agency Use of Data

- A. Supervisors may randomly review BWC usage by each officer to ensure compliance with this policy and to identify any performance areas in which additional training or guidance is required.
- B. In addition, supervisors and other assigned personnel may access BWC data for the purposes of reviewing or investigating a specific incident that has given rise to a complaint or concern about officer misconduct or performance.
- C. Nothing in this policy limits or prohibits the use of BWC data as evidence of misconduct or as a basis for discipline.
- D. Officers should contact their supervisors to discuss retaining and using BWC footage for training purposes. Officer objections to preserving or using certain footage for training will be considered on a case-by-case basis. Field training officers may utilize BWC data with trainees for the purpose of providing coaching and feedback on the trainees' performance.

Compliance

Supervisors shall monitor for compliance with this policy. The unauthorized access to or disclosure of BWC data may constitute misconduct and subject individuals to disciplinary action and criminal penalties pursuant to Minn. Stat. § 13.09.