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5 **AN AMENDED RESOLUTION**
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7 Directing removal of fixed Flock Condor and automated license plate reader
8 (ALPR) camera equipment from Milwaukee County park property, and opposing the
9 use of ALPR technology for tracking individuals' movements
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12 WHEREAS, an automated license plate reader (ALPR) is a camera and
13 software system that captures an image of a vehicle, including its license plate when
14 present and readable, and records the time and location of the observation, and may
15 also process vehicle characteristics such as make, model, and color, but does not
16 itself identify the vehicle's registered owner or occupants; and
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18 WHEREAS, Flock Safety's Condor cameras, as deployed by MCSO, are
19 conventional video-surveillance cameras that do not employ ALPR or facial
20 recognition technology; and
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22 WHEREAS, facial recognition technology (FRT) is a separate technology that
23 uses biometric algorithms to compare facial features against a database to identify or
24 verify a specific person; and
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26 WHEREAS, on June 26, 2025, the Milwaukee County Board of Supervisors
27 adopted File No. 25-427, requesting development of a comprehensive policy
28 framework for FRT that does not suppress First Amendment activity, violate privacy,
29 or otherwise adversely impact civil rights and civil liberties; and
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31 WHEREAS, on December 9, 2025, the Committee on Judiciary, Law
32 Enforcement, and General Services received File No. 25-743, an informational report
33 disclosing that Milwaukee County was not using FRT for law enforcement purposes;
34 and
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36 WHEREAS, MCSO reports operating nine fixed Flock Condor video cameras
37 and 25 fixed ALPR cameras on Milwaukee County parkland and lakefront locations, in
38 addition to mobile ALPR units installed in 66 of MCSO's 78 squad cars; and
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40 WHEREAS, the Department of Parks, Recreation and Culture has issued
41 permits for the placement of fixed cameras on Milwaukee County park property and
42 has supported their use as a public-safety tool to help address crime and other
43 unlawful activity in parks, including illegal dumping; and
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45 WHEREAS, ALPR technology also provides law enforcement with an
46 investigative tool for locating stolen or wanted vehicles, locating missing or
47 endangered persons, identifying suspect vehicles, and developing leads across
48 jurisdictional boundaries; and

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50 WHEREAS, MCSO does not participate in Flock's nationwide or statewide
51 lookup functions and reports sharing arrangements with approximately 200 local law
52 enforcement agencies, through which a partner agency may access an MCSO vehicle
53 observation when it conducts a search for a specific plate and has an applicable
54 sharing arrangement; and

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56 WHEREAS, access by a network of approximately 200 partner agencies
57 extends use of ALPR information beyond MCSO personnel and raises policy
58 questions regarding access, retention, auditing, further dissemination, and permitted
59 uses; and

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61 WHEREAS, concerns have been raised nationally that ALPR data could be
62 used for purposes beyond traditional criminal investigations, including immigration
63 enforcement or investigations related to reproductive health care, particularly when
64 information is retained and shared across multiple law-enforcement agencies; and

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66 WHEREAS, a Milwaukee Police Department officer was criminally charged in
67 February 2026 after an audit found that he had searched the regional Flock ALPR
68 network more than 175 times to track a person he was dating and that person's former
69 partner; and

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71 WHEREAS, a Milwaukee Police Department detective assigned to investigate
72 the officer described above, was separately found to have misused the same Flock
73 ALPR system to track individuals, illustrating challenges of maintaining effective
74 oversight of shared, searchable surveillance databases; and

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76 WHEREAS, these cases involving the Milwaukee Police Department were
77 prosecuted by the Milwaukee County District Attorney's Office, with a deputy district
78 attorney describing the conduct as "an abuse of power and a misuse of power" that
79 "results in a lack of trust from our community"; and

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81 WHEREAS, these incidents, although involving Milwaukee Police Department
82 personnel rather than MCSO personnel, demonstrate the potential for shared,
83 searchable ALPR databases to be misused to track specific individuals and illustrate
84 the importance of access controls, auditing, and clearly defined permissible uses; and

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86 WHEREAS, many communities have discontinued the use of Flock and similar
87 ALPR systems amid concerns regarding data ownership, privacy, and civil liberties,
88 reflecting growing public concern about the appropriate scope and safeguards for
89 surveillance technology; and

91 WHEREAS, in January 2026, a federal district court in Schmidt v. City of
92 Norfolk upheld Norfolk's existing ALPR system against a Fourth Amendment
93 challenge, while emphasizing that its decision was based on the scope and
94 capabilities of that particular network and did not resolve whether a more
95 comprehensive system capable of reconstructing substantially all of a person's
96 movements would raise constitutional concerns; and

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98 WHEREAS, in June 2026, the U.S. Supreme Court in Chatrue v. United States
99 held that law enforcement's acquisition of historical cellphone-location information
100 constituted a Fourth Amendment search, reinforcing the broader concern that
101 increasingly comprehensive collections of historical location information may receive
102 greater constitutional scrutiny; and

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104 **WHEREAS, the Milwaukee County Sheriff's Office (MCSO) reports that**
105 **surveillance cameras have assisted in investigations, arrests and successful**
106 **convictions of individuals involved in violent crimes, stolen vehicles, missing**
107 **persons, and other criminal activity, while helping allocate limited public safety**
108 **resources across more than 150 County parks; and**

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110 **WHEREAS, the MCSO reports that Part I crimes have declined by 40**
111 **percent since 2024 in the 11 parks where Flock cameras are deployed,**
112 **compared with a 36 percent decline in all other County parks combined, and**
113 **research has found that conventional video surveillance provides a deterrent to**
114 **certain crimes while preserving evidence for criminal investigations; and**

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116 **WHEREAS, the MCSO proposes replacing existing Flock cameras with**
117 **conventional video cameras that do not employ automated license plate**
118 **recognition (ALPR) or facial recognition technology and do not participate in**
119 **external surveillance networks; and**

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121 **WHEREAS, the replacement cameras would be obtained through the**
122 **County's existing vendor, Johnson Controls International, and integrated into**
123 **its existing Genetec video management system, using the same security**
124 **protocols, restricted access, and retention requirements applicable to video**
125 **surveillance systems already deployed throughout Milwaukee County buildings**
126 **and grounds; and**

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128 WHEREAS, the Milwaukee County Board of Supervisors has the authority to
129 regulate the placement of fixed camera equipment on County property zoned as park
130 land; and

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132 WHEREAS, the Committee on Parks and Culture, at its meeting of
133 September 29, 2026, recommended adoption of File No. 26-640 as amended
134 (vote 7-0); now, therefore,

BE IT RESOLVED, the Milwaukee County Board of Supervisors opposes the use of **Flock** automated license plate reader (ALPR) technology when the scale, duration of retention, breadth of data sharing, or aggregation of historical observations permits detailed tracking or reconstruction of an individual's movements without appropriate safeguards, **including strict limits on data retention, access, sharing, auditing, and permissible uses**; and

BE IT FURTHER RESOLVED, the County Board directs the Director of the Department of Parks, Recreation and Culture, in consultation with Corporation Counsel, to remove all fixed Flock Condor and ALPR camera equipment from Milwaukee County property zoned as parks, and to report to the Board on completion of such removal no later than the December 2026 meeting cycle; and

BE IT FURTHER RESOLVED, the Board reaffirms its expectation that any County employee authorized to access ALPR or other County-operated surveillance technology comply with applicable policies **and procedures**, and that substantiated misuse be addressed through appropriate disciplinary action consistent with applicable civil service rules, personnel policies, and collective bargaining agreements; **and**

BE IT FURTHER RESOLVED, the MCSO is authorized to replace existing Flock cameras in the Milwaukee County Parks system with conventional video surveillance cameras obtained through the County's established vendor, Johnson Controls International, and integrated into the County's existing Genetec video management system to deter criminal activity and assist in criminal investigations; and

BE IT FURTHER RESOLVED, the replacement cameras shall not employ ALPR or facial recognition technology or connect to external surveillance networks, and all recordings shall remain within the County's existing video management system, with access restricted to authorized MCSO personnel, no sharing with outside entities except as required by law, and adherence to the same security protocols, retention requirements, and privacy safeguards governing existing County video surveillance systems.

09/22/26

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