

Center for Public Safety Initiatives
Evaluation of Body-Worn Cameras
in the Rochester Police Department:
Final Report

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Introduction

Within subsections A-H, there are hyperlinks with specific references to the individual requirements of this evaluation. After a brief overview of each topic, the hyperlinks are listed; you can right-click on the following links to explore each issue in further depth. The following reports are organized by date of completion. Appendices I-III contain reports on data collected from pre-implementation ride alongs. Appendix IV contain data from focus groups, community surveys, and community presentation dialogue analysis. Appendices V-VI contain post-implementation ride-along reports. Appendix VII contains a report on survey data collected from officers. Appendix VIII contains a chronologically ordered list of data collection and project management on behalf of the researchers. Appendix IX compares officer survey data before and after BWC implementation. Appendix X describes and analyzes the results of community surveys that were collected after implementation. Appendix XI analyzes statements made by courtroom actors made relative to the camera's implementation in the judicial system. Finally, Appendix XII analyzes police data relative to BWC implementation.

A. Privacy Considerations

The follow reports identified multiple data points that BWCs may be drawn to in relationship to privacy considerations. In pre-implementation ride-along reports (Appendices I-III), anticipated impacts on officer and civilian privacy are explored. Within Appendices V-VI, officers gave insight as to what their privacy concerns were specifically, in relation to public disclosure of BWC video. Pre-implementation reports (Appendix VII) explored privacy in relation to BWCs through surveys. Appendix IX discussed the changes in privacy concerns through an analysis of surveys pre- and post-implementation.

[Appendix Ia: pg 5](#)

[Appendix IIa: pg 38](#)

[Appendix IIIa: pg 68](#)

[Appendix Va: pgs 131-132, 132](#)

[Appendix VIa: pgs 170-171, 172](#)

[Appendix VIIb: pg 202, 203, 212, 213](#)

[Appendix IXb:pg 226, 227, 278](#)

B. Impact on Community Relationships

In pre-implementation ride along reports, officers discussed behavioral changes and the anticipated effect that BWCs may have on police-community relationships. During discussions and from the data collected from the community, the perceptions of BWCs as it related to police-community relationships were explored. Post-implementation reports analyzing interviews statements discussed the changes officers have experienced following BWC implementation. The surveys collected after implementation and analyses thereof quantified the extent to which the departments' beliefs regarding changes in perceptions of civilian and officer behavioral adjusted due to BWCs.

[Appendix Ia: pg 4\(1\), 4 \(2\)](#)

[Appendix IIa: pg 37, 37-38, 38\(2\)](#)

[Appendix IIIa: pg 67, 67\(2\), 68](#)

[Appendix IVa: pgs 95-96, 97](#)

[Appendix Va: pg 132](#)

[Appendix VIa: pg 171](#)

[Appendix VIIb: pgs 202, 202, 212, 213](#)

[Appendix IXb: 226-227](#)

[Appendix Xb: pgs 238-239](#)

C. Addressing Officer Concerns

Officer concerns are covered extensively throughout this evaluation and are referenced in pre-and-post ridealong interviews as well as before-and-after implementation survey data. Officer concerns are covered in a variety of themes: policy, technology, and privacy, among many other areas.

[Appendix Ia: pgs 4-5](#)

[Appendix IIa: pg 38](#)

[Appendix IIIa: pgs 67-68](#)

[Appendix Va: pgs 130-132](#)

[Appendix VIa: pgs 170-171](#)

[Appendix VIIb: pgs 200-205, 211-214](#)

[Appendix IXb: pgs 223-231](#)

D. Managing Expectations of the Police and the Public

Researchers collected a variety of data regarding anticipations, expectations, and perceived benefits of BWCs as it relates to patrol and assimilation within local communities. That data is referenced within the appendices below.

[Appendix Ia: pg 4, 5](#)

[Appendix IIa: pgs 37-38](#)

[Appendix IIIa: pg 67](#)

[Appendix IVa: pgs 95-96, 96-97, 97\(2\)](#)

[Appendix Va: pg 130,131, 132-133](#)

[Appendix VIa: pg 170, 171-172](#)

[Appendix VIIb: pgs 200-205, 211-214](#)

[Appendix XIb: pgs 223-231](#)

E. Ensuring Partnerships with Associated Criminal Justice Agencies

The research team identified the transfer of video from police to prosecution and adjudication of cases as a key partnership necessary for understanding the BWC implementation and its impact on criminal justice agencies. Within that report, analyses in a series of interviews with eleven prosecutors focused on the consequences, challenges, and benefits of BWC on court processes.

[Appendix XIb: pgs 246-257](#)

F. Contract Requirement F: Financial Considerations

In order to identify financial considerations, researchers collected qualitative data that references officers' perceived changes in workload and efficiency. This is discussed in pre-and-post ride alongs and via survey data before and after BWC roll-out. Community reports describe the local communities' concerns and inquiries regarding the financial impact of BWCs. Finally, analysis of the interview content from courtroom actors depicted a need for major financial assistance in order to ensure the smooth assimilation of BWC video to be used as evidence within Rochester courts.

[Appendix Ib: pg 23, 26](#)

[Appendix IIa: pg 38, 38\(2\)](#)

[Appendix IIIa: pg 68](#)

[Appendix IVa: pg 97](#)

[Appendix Va: pgs 132-133](#)

[Appendix VIIb: pg 203, 204-205, 213, 214\(1\), 214\(2\)](#)

[Appendix Xb: pg 227, 228 \(1\), 228\(2\)](#)

[Appendix XIb: pg 251, 253-254, 256-257](#)

G. Technical Specifications

Technical details of BWCs are covered extensively within these reports. In ride-along reports, issues regarding technological issues and shortcomings of the BWCs are discussed. Within post-implementation reports, there is evidence that these issues were moving towards resolution as the BWC roll-out progressed in later stages of the implementation. The community report describes the communities' initial perceptions and concerns regarding the BWC systems. Pre-implementation ride along reports discuss the perceived ease of use in various technological aspects in using BWCs. Finally, the analysis of surveys collected after implementation portray the changes of these perceptions of these technical issues.

[Appendix Ia: pg 5](#)

[Appendix IIa: pg 37](#)

[Appendix IIIa: pg 68](#)

[Appendix IVa: pgs 95-96, 96-97](#)

[Appendix Va: pgs 130-131, 131, 132-133](#)

[Appendix VIa: pg 170, 170\(2\), 170\(3\)](#)

[Appendix VIIb: pgs 200-201, 203, 211, 213](#)

[Appendix Xb: pgs 224-225, 227](#)

[Appendix XIb: pg 251, 253-254, 256-257](#)

H. Use of Data, Training and Program Management

Aside from qualitative interview data from patrol officers and police supervision, prosecution and defense attorneys, and other various agents within the RPD's organization, quantitative survey data was collected and is explored in Appendices IV, VII, IX, & X of this evaluation. Additionally, researchers analyzed two and a half years of police data with BWCs factored into that analysis to identify changes upon BWC implementation. In order to fulfill the training and program management component, researchers attended a variety of BWC trainings and BWC Core meetings, and these efforts can be referenced in Appendix VIII.

[Appendix IVb: pgs 104-105, 108-111](#)
[Appendix VIIb: pgs 198-205, 211-214](#)

[Appendix VIIIa: pgs 215-219](#)

[Appendix IXb: pgs 224-229](#)

[Appendix Xb: pgs 237-239](#)

[Appendix XIIb: pgs 272-277](#)

I. Limitations

While this report evaluates BWCs in a variety of aspects, this report is limited in that it does not explore all the data that was expected to be included in the original study design. One of the largest indicators of successful BWC implementation is reductions in complaints filed against officers and use of force data. Due to limitations in the detail and extensiveness of the complaint and use of force data provided by the RPD, this evaluation lacks analyses that can draw definitive conclusions of its effectiveness by those variables. Furthermore, one goal of this evaluation was to analyze BWC video. Multiple goals would be accomplished with that analysis, such as: evaluating the quality of BWC audio and video, ascertaining adherence to BWC recording policies, examining the effect of BWCs on police-civilian interactions, etc. Due to RPD concerns and limitations in technology, this variable was not explored within this study. While these would ideally have been included in CPSI's evaluation, due to limitations in the data, future research would be required to focus on these variables for a comprehensive evaluation of BWCs.

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**Appendix Ia: Clinton Officers' Perception of Body-Worn Cameras in
Policing Before Implementation: An Executive Summary
8/17/2017**



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Executive Summary

- I. The majority of officers thought BWCs cannot, by themselves, produce socially desirable behavior among civilians, citing communication skills as a necessary tool for police work.
- II. Officers identified three major benefits in implementing BWCs:
 - a. Improvements in incident documentation.
 - b. Providing visual justification for officers' actions.
 - c. Dispersing street-level crime.
- III. Officers identified four primary concerns in implementing BWCs:
 - a. Potential effect on officer performance and efficiency.
 - b. Officer and civilian privacy.
 - c. Concern that footage will be utilized to discipline officers.
 - d. Anticipated loss of discretion and autonomy in arrest decision-making.
- IV. Supervisors' feelings and expectations were consistent with that of patrol officers.
 - a. They expected BWCs to increase the accuracy and completeness of report writing.
 - b. They were concerned that cameras might increase workload when reviewing reports.
- V. On average, younger officers were more receptive to adopting BWC technology.

Report Summary

Introduction

*This report serves as an executive summary of a larger report by identifying and summarizing the key findings of the larger report herein.*¹ BWCs have recently been adopted by police departments nationwide in order to redefine policing, accountability, and transparency. BWCs are argued to encourage constructive encounters between police and community members, enhance police legitimacy, improve evidence collection for arrest and prosecution, and expedite the resolution of internal and external complaints (White, 2014). After receiving broad support from local communities in Rochester, the Rochester City Council invested financial support for BWCs with additional support in the form of a grant from the Bureau of Justice Assistance (BJA). A stipulation of receiving federal assistance from the BJA included an independent evaluation conducted by the Center for Public Safety Initiatives (CPSI). CPSI's evaluation of the Rochester Police Department's (RPD) implementation of BWCs is multi-faceted, including a variety of qualitative and quantitative data to assess the impact of BWCs on policing processes and outcomes.

This assessment includes, but is not limited to, changes in crime occurrence, complaints against police, and criminal justice processes (including criminal and internal investigations). A component of CPSI's evaluative strategy was to include ride-along interviews with RPD officers in order to collect qualitative data on officers' perceptions and expectations of body-worn cameras. For these interviews, researchers developed a semi-structured interview that was designed around anticipated changes in policing and police processes after BWC adoption (See Appendix A). The researchers interviewed ten RPD officers from ten beats in Clinton Section in the form of a ride-along (See Appendix B).

¹ For additional information, please contact: jmkgcj@rit.edu or see www.rit.edu/cpsi

Key Findings

Lack of Information on the BWC Project

During ride-along interviews, Clinton Section officers often indicated that there was a lack of information among officers in regards to the BWC, stating that there were not enough updates on the progress of the BWC implementation. Due to officers' lack of information, difficulties were present in identifying expectations and perceptions of BWCs, and officers were cautious about making assumptions about the impact of BWCs on police work.

Perceived Impact of BWCs on Police-Citizen Encounters

The majority of officers felt that BWCs would not make a substantial difference in terms of impacting encounters between citizens and police, unless citizens realized a camera was present during an interaction. Officers cited communication and de-escalation techniques as a primary tool to regulate interactions, and that body-worn cameras, a secondary tool, could not replace good police work.

Perceived Benefits of Implementing BWCs

Three possible benefits of BWCs that the officers of the Clinton Section frequently mentioned were: *improvements in incident documentation*, *providing a justification for police officers' actions*, and *dispersing street level crime*. Officers frequently mentioned that BWCs could be a useful tool for acquiring evidence as they provide video footage from the police officer's perspective, and may assist in criminal investigations and convictions. As a result of the different perspective that BWC footage is able to provide, officers felt that BWCs could bridge the gap between the public and officers by providing a more complete view of police work. Frequently, officers indicated that they believed the general public has been misinformed into thinking that officers regularly engage in misconduct. In this light, BWCs were discussed as a tool that could resolve complaints filed against officers as a result of enhanced incident documentation. Lastly, officers believed that BWCs could reduce the appearance of street level crimes such as drug dealing and loitering. Officers stated that by having the presence of cameras, these types of crimes would disperse from the area. However, officers also believed that these street-level crimes may just be redirected into areas with less police activity.

Perceived Concerns in Implementing BWCs

The officers in the Clinton Section shared a variety of concerns with researchers in regards to implementing BWCs, including *performance and efficiency*, *privacy considerations*,

BWCs serving as a disciplinary tool against them, and a loss of discretion. First, officers were concerned that BWCs could potentially impact officers' efficiency depending on the speed of uploading/downloading BWC videos. Thus, officers vocalized hopes that the BWC that they receive is up-to-date and easy to use.

Officers were concerned that BWCs may complicate civilian and officer expectations for privacy. Concerns for privacy were often mentioned in conjunction with the BWC recording policy. For example, officers were not aware if the BWCs would have to be turned on throughout an entire shift, or could be disabled between responses to calls. In the case that the BWC was required to always be on, officers were concerned about undercover officer anonymity. Additionally, officers were concerned for the privacy of witnesses, who could potentially be deterred from cooperating with the police in the presence of a camera.

Officers were also concerned that BWCs would be used as a tool to discipline officers. Officers were not sure if footage would be randomly selected in order to evaluate officer performance, and felt that they would experience additional stress during their shifts if they felt that their actions were being second-guessed.

Officers cited a potential loss of discretion around decision making during an arrest as their greatest concern. If the BWC video was to be utilized to evaluate officer performance, officers expressed anxiety around potential consequences in situations where they chose not to make an arrest.

Supervisor Perceptions of BWC Adoption

Researchers discussed BWCs with several sergeants within the Clinton Section. The sergeants of Clinton Section generally shared the perceptions and expectations of patrol officers in regards to BWCs, but provided additional insight for how BWCs might pertain to supervisory responsibilities. The expected impact on supervisory work was closely associated with how the BWC policy would be developed, and whether or not they would be required to utilize BWC footage when reviewing reports. Sergeants believed that using BWC footage would increase the accuracy and completeness of report writing, but would increase their workload substantially.

Conclusions

As a pre-study project, these ride-along sessions not only gave researchers direction for future BWC studies, but also offered some insight on improving the efficiency of the BWC implementation. Researchers gained a thorough understanding of officers' expectations for

BWCs, and set the foundation for future evaluation studies.

Based on the group of officers interviewed and observed, researchers speculated that officers who were younger tended to be more open-minded to the BWC technology than older officers. Older officers tended to express more concern in regards to how BWCs operate and the policies surrounding it. However, this is based on a very small sample, and surveys would be needed to gain further insight.

Due to the lack of information on the BWC project, officers were confused on what to expect or how to prepare for implementation. Generally, officers viewed BWCs as a national trend rather than a necessity in policing, and believed any change resulting from its adoption would be limited. One of these limitations included the BWCs' ability to positively influence citizen encounters, and officers felt that verbal communication skills would be a more effective tool.

Officers had agreed that the most substantial benefit BWCs could deliver would be the ability to provide a justification for their actions when falsely accused of misconduct. These officers believed that the BWC could show the general public the entirety of police work, and potentially minimize officer stereotypes and prejudices held by the public. Additionally, officers believed that the BWC technology could simplify incident documentation and record searching procedures.

Officers expressed a variety of concerns with implementing BWCs. These concerns were largely associated with the thoroughness of the BWC recording policy and the specific parts of the policy mandating when officers are to turn on their cameras. Officers believed that the BWC policy should specifically address recording in environments such as schools, hospitals, and private property.

Officers expressed concern that the BWC footage could potentially be utilized by supervisors in order to evaluate their performance. This concern was mentioned in conjunction with the officers' prediction that BWCs would be required to be on throughout a shift, without discretion to turn off their BWC. Additionally, officers anticipated a loss of discretion when deciding to arrest an individual with a belief that decisions not to arrest an individual would be scrutinized.

Lastly, officers expressed concerns regarding officer and citizen privacy. Officers believed that if BWCs would be required to be on for the entirety of a shift, the privacy of

undercover officers would be compromised, and efforts to obtain witness statements might be undermined.

Future ride-along interviews will be conducted in the other four RPD patrol sections: Genesee, Lake, Goodman, and Central. As these patrol sections are located in distinctive neighborhoods, there is a likelihood that BWCs and their effectiveness could be perceived differently according to their sections.

References

White, M. D. (2014). Police officer body-worn cameras: Assessing the evidence. *Office of Justice Programs*, US Department of Justice.

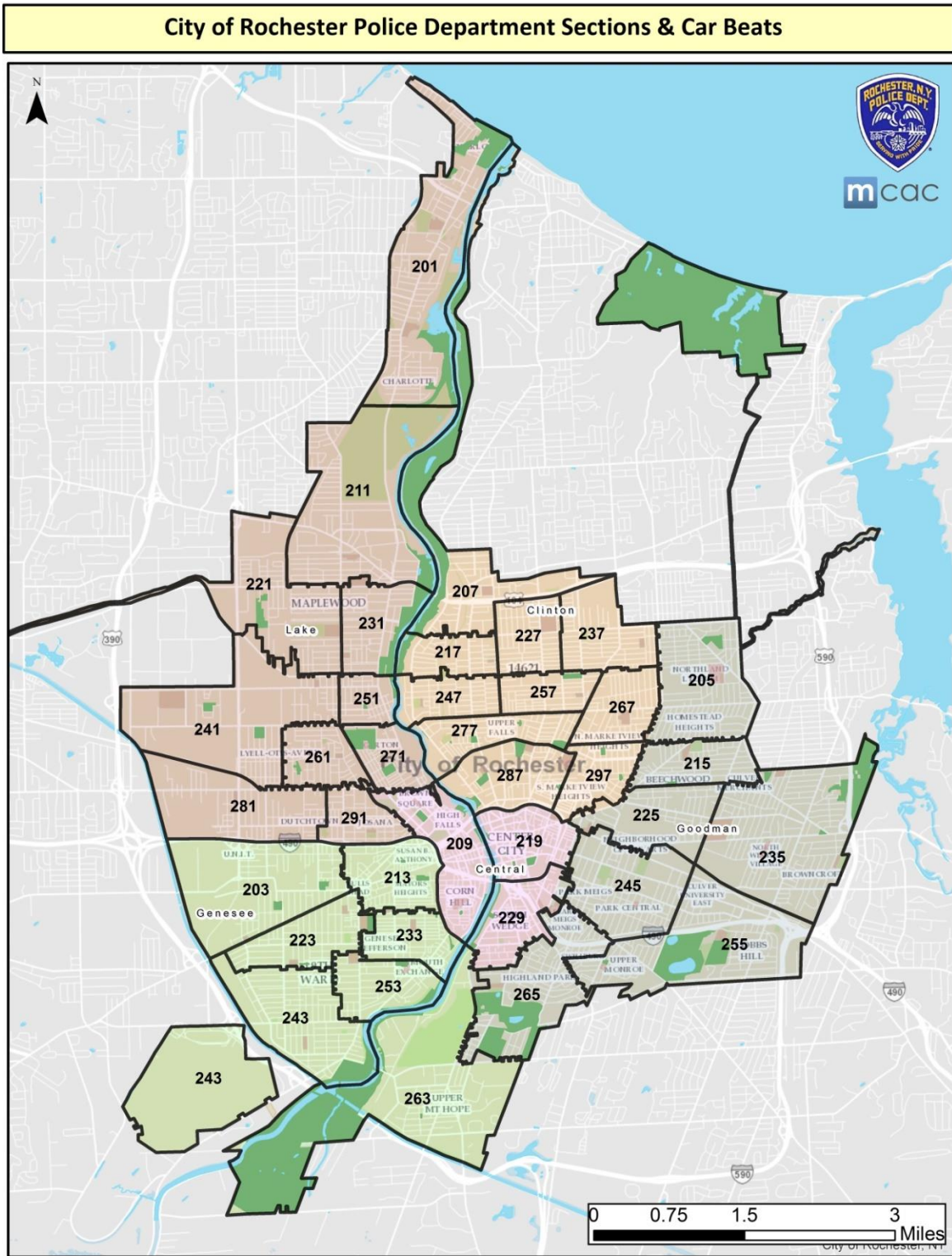
Appendix A:

A Framework of Interview for Ride-along

1. What does a typical work today look like?
 - a. How long have you been a police officer?
 - b. How long have you been patrolling this area? And how long have you been working on this shift?
 - c. What's your patrol area?
 - d. What are the major crime concerns of this area based on your experience working here?
 - e. What time of your shift and what days of the week do you have larger workload (Calls for service etc.)?
 - f. How often do you have to call your supervisor? (Use of force report, major crime scene or other issues)
 - g. Overall, what do you think the police/citizen encounter right now? Are citizens cooperative? How much trust do you think you receive from the community you are patrolling (not trusted vs. trusted)?
 - h. What are the type of crimes in this area that need citizen input the most?
 - i. How often do you have to use force to solve the problem?
 - j. How comfortable are you with the idea of using BWC in policing? (Based on your personal experience and the national trend)
 - k. What issues do you want the BWC study to address?
 - l. Was there any situation where you thought having a BWC could have helped?
2. In what ways do you think BWC are going to affect the nature of police work and why?
 - a. Do you think there would be a detectable change in policing with the addition of BWC? (Example: Police citizen encounter,
 - (1) What are the common crimes in this patrol section? In what ways do you think BWC will change your job in this particular patrol area?
 - Do you think BWC will change the likelihood of proactive encounters?
 - Do you think BWC will change response to reactive encounters?
 - Do you think BWC will bring more reliance on supervisor consultation?
 - (2) Possible changes in different kinds of encounters/calls?
 - Mentally ill
 - Family disturbance/domestic dispute
 - Any early investigative activities (calls to assaults)
 - Dealing with juveniles
 - Drug dealing
 - Gang
 - (3) How's BWC going to change citizen's view/cooperation of police work?
 - Do you think BWC will help increase public's trust to police? (Justify certain cases?)
 - Do you think that the BWC will affect the quality of police/citizen encounter?
 - What's your expectation of whether or not citizens would question the camera usage? Why?

- How do you think the appearance of the BWC would affect the quality/quantity of informational communication between police and concerned citizens?
 - How will BWC affect police interaction with witnesses?
 - How will BWC affect evidentiary usage?
 - How will BWC affect the possibility of follow-up investigative interviews?
- (4) In what ways do you think BWC would affect domestic violence cases? (Victim cooperation, criminal charge, etc.)
3. Police perception of the BWC (Positive, Neutral or Negative)
- (1) Do you think BWC going to be an extra burden or do you tend to perceive it as an improvement that will make your job easier? Why do you think so?
- If Concern > Benefit:
- What's your major concern with using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could cause a problem in your work?
- If Benefit > Concern:
- What's your expected benefit of using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could solve a problem in your work?
- (2) How comfortable are you with BWC as a new policing technology?
- (3) Would the amount of time you'll have to spend on BWC related work affect your role as an officer?
- (4) Are there locations/situations/encounters where you believe the camera may present issues, regardless of policy? (e.g., in homes, schools, with minors, in extreme weathers, particular kinds of events/witnesses)
- (5) What's your thought on BWC vs. officer vision/reaction?

Appendix B:



**Appendix Ib: Clinton Section Officers' Perception of Body-Worn
Cameras before Implementation: Full Report**
2/28/17



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Abstract

This study evaluates the impact of body-worn cameras (BWC) on police work, police-citizen encounters and internal administrative procedures of Rochester Police Department. In order to understand and measure the impact of BWC, researchers use a series of quantitative data including but not limited to crime occurrence, complaints against police and criminal justice processes (crime investigation and internal investigation) before and after the rollout. The ride-along is designed as a qualitative study for researchers to understand the nature of contemporary police patrol work. The purpose of the ride-along study is to collect qualitative data on officers' attitude and expectations of body worn cameras' effect on work. After analyzing the result of each ride-along interview, researchers extracted several major aspects that were essential in understanding officers' current thoughts related to policing and body worn camera.

Key words: body-worn camera, ride-along, policing, perception

Rochester Police Department Body-Worn Camera Project Overview

In recent years, the body-worn camera (BWC) has been an important technological innovation intended to redefine policing and accountability. As a new technology that's intended to improve public safety and police-community relations, it has captured the attention of the general public and a variety of police departments. After receiving broad support from local community for implementing body-worn cameras, the Rochester Police Department (RPD) has taken several significant steps:

In January 2014, RPD began to research the possibility of implementing BWC and the cost-benefit of the data storage configurations. In June, 2015, Rochester City Council approved the funding for the purchase and data storage of the body-worn cameras. RPD's BWC team then put a considerable amount of effort into vendor selection, in the meantime, five public meetings were held in order to gain community input. On January 19, 2016, Rochester City Council authorized an agreement with the vendor selected by the RPD BWC team, commencing the official implementation of the project. A BWC Project Core Team Meeting is held every two weeks to insure the quality and timeliness of the project implementation, where the project manager assigns tasks to each team member and updates the project development with evaluators.

In order to evaluate the impact of the program on policing, researchers first need to gain a general understanding of policing prior to implementation body-worn cameras to understand officers' perceptions, work processes, and organizational routines. The first step in developing this sense of context involved qualitative data collection approaches to develop a sense of current practice. This was accomplished using a series of systematic ride-along interviews with patrol officers and supervisors.

Methodology

Sample Selection

The Operation Bureau of RPD consists of five patrol sections: Lake, Genesee, Goodman, Clinton and Central (See Appendix A for the detail of the car beats arrangement for each patrol section). Each section is divided into different car beats (See Appendix A). For Lake, Genesee, Goodman and Clinton Sections, there are three platoons (1st Platoon: 23:00-7:00; 2nd Platoon: 7:00- 15:00; 3rd Platoon: 15:00-23:00); while for Central Section there are five platoons (1st Platoon: 23:00-7:00; 2nd Platoon: 7:00- 15:00; 3rd Platoon: 15:00-23:00; 4th Platoon: 19:00-3:00; 5th Platoon: 11:00-19:00). Central Section's staffing is different from the other sections due to its unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel (See Appendix B for the staffing detail of each platoon)

There are 10 police beats in Clinton Section: 207, 217, 227, 237, 247, 257, 267, 277, 287 and 297 (See Appendix A for the location of each car beat in Clinton Section). For the ride-along sessions with patrol officers, researchers first randomly assorted platoons and patrol beats, then randomly assigned the assortments to three researchers. Each ride-along entailed four hours of observation and questions by researchers. Thus, each eight-hour Platoon was divided into two four-hour periods for each researcher to choose. For example: Researcher A was randomly assigned to the assortment of the 2nd Platoon of Beat 277, since 2nd Platoon includes the whole eight hours from 7:00 to 15:00, the researcher could choose to do the ride along either from 7:00 to 11:00 or from 11:00 to 15:00 on a week-day based on his/her schedule. A CPSI Research Assistant contacted the RPD BWC research coordinator in advance to schedule the ride-along sessions. Overall, it took researchers four weeks to finish all the ride-along sessions by completing 2-3 sessions per week.

The officers selected for the ride-along were all males with different years of working experience ranging from 1 to 24 years. Although this selection reflects the pattern of staffing in Clinton Section, it should be acknowledged here that the result is limited due to the absence of female officers in the ride-along research project.

To insure the consistency of the interview content, researchers developed an interview protocol to be used as a guideline (See Appendix C for General Interview Questions for BWC Ride-along Research). During the interviews, researchers engaged in

conversations with patrol officers, and depending on the circumstances, new questions were added. This semi-structured interview helped researchers explore beyond the framework and expand the scope of research topics as appropriate. Before each ride-along session, researchers introduced the purpose of the ride-along and provided an oral statement of confidentiality. From the interviews, researchers gleaned some general thoughts of the nature and structure of policing and police work in the Clinton section. Further narrative accounts of sessions with the patrol officers compiled by researchers indicated that officers perceived BWC as beneficial while holding some concerns about it. Here are the essential aspects that highlight our major findings in the ride-along sessions:

Officers' Perception of Policing and Police Work in Clinton Section

Before asking questions regarding to the BWCs, researchers asked officers about the structure of policing and the nature of police work in the Clinton Section. Officers shared their experiences with responding to calls for service and their understanding of the nature of the crimes within the communities of the Clinton Section. They gave a general introduction of the distribution of patrol officers and supervisors in Clinton Section, through which some of the officers emphasized the insufficiency of police patrol staffing (during the day time) and the risks they encounter as a result.. Additionally, officers described their understanding of the role of technology in policing, which helped transfer the discussions toward the topic of BWCs.

First, the officers unanimously listed *drugs*, including its usage and sales, as the number one crime concern in the Clinton Section. The reason why drugs are perceived to be the top crime concern is because drugs can lead to other serious crimes such as robbery, larceny, home invasion, shooting assault, and murder – “Everything else kind of stems from drugs,” one officer summarized. Most of the calls for service that officers responded to were *domestic violence* incidents, however, officers mentioned that a lot of these incidents were also somehow related to drugs. In general, officers considered drug related crimes/disorders to have a more serious impact on local community environment: “...people are not feeling safe,” one officer noted. In addition, the officer also shared his belief regarding the impact of fear of crime: “Fear of crime is a big part that shapes this neighborhood.” Including officers’ experiences with crime/disorder in Clinton Section, during the rides, researchers also observed

different levels of disorder across this neighborhood, including some behavioral signs like loitering and physical signs such as vacancy, graffiti and litter.

Second, some officers described their concerns for the lack of patrol officers in the Clinton Section. Overall, daytime (2nd Platoon) officers' caseload is not as heavy as afternoon/night time officers, but it varies depending on the day: some days are "slow," but some days are really "heavy." After the interviews, researchers came to the understanding that the ten car beats in the Clinton Section were not always covered by ten patrol officers, in fact, what "happens daily" was that seven to eight officers were covering all ten beats, especially for 2nd Platoon. The belief that there was a shortage of officers was shared by most of the interviewed officers, of whom some had stronger feelings, while others viewed it as normal. In general, officers would prefer to have backup for the purpose of their safety, and some of them also mentioned that having more than one officer on scene could help "calm down" the situation. One officer attributed the "lack of officers" to recent changes in the administrative system: compared to the old administrative system, he thought the new system made it harder to move patrol officers around for backup.

Third, time spent on doing reports depended on the type/seriousness/complexity of the incident. The time spent resolving incidents ranged between 10 minutes to 120 minutes depending on the amount of documents to submit and the procedures involved. For example, for cases involved in "endangerment of the welfare of a child," officers have to call Monroe County Child Protective Services (MCCPS) with the details of the incident to assist their separate investigation. For incidents that require longer reports, officers generally prefer to go back to the Clinton Section to finish the report. In the case of issuing a court appearance ticket and/or submitting evidence, officers have to drive to the City Public Safety Building located in downtown Rochester for the submission of tickets/documents/evidence, which could take officers between 30 and 40 minutes. Some officers believed that doing reports especially longer reports "takes officers off the road," and it's hard to be proactive when officers are always "tied up (with the reports or covering the car beats)."

Fourth, officers would prefer to ask other patrol officers for solutions instead of, or before, reaching out to their supervisors. In general, the ride-along interviews reflected a gap between patrol officers and administrators in relation to information exchange, as one officer put "...the whole command does not foster communication." During the ride-along, researchers

noticed that newer officers with less policing experience tended to call Sergeants more often than older officers, while some older officers “almost never” call Sergeants unless it was a very “unusual” situation.

Officers perceived calling supervisors as a dilemma. For example, one officer mentioned that he would not make decisions on his own if he didn’t know what decisions to make; however, calling the sergeants could also complicate his decision making process and make him more nervous about what decisions to make. He explained that the sergeants would always remind him of the liability issues which made him more concerned about his decisions.

Last but not the least, officers agreed that while technology has played an increasingly important role in assisting policing, it does not replace police work. When asked about changes in technology, most of the officers referred to the changes in the computer system over the past years. Officers did paper reports many years ago, and then the implementation of the computer system required them to get used to composing reports on computers. Some officers believed that the inconsistency in any new technology implementation process may cause some problems.

Most officers thought it would take some time for them to adapt new technologies, but they weren’t very concerned about the length of time it would take to adapt. One officer described a “learning curve” through an example: when RPD just started using Mobile Data Terminals (MDT) in patrol cars, police-car involved traffic accidents increased due to officers not being used to the multi-tasking, but now are multi-tasking all the time with no problems. That officer thought the MDT system was too complicated when they first got it, however now he could not imagine going back to a paper report format because that would be so time-consuming, “...once you get it (technology), you get used to it.” Overall, officers were ready to adapt to new technologies. However, researchers did notice slight differences on officers’ attitudes: compared to older officers, younger/newer officers were less concerned and more receptive to new technologies. Quantitative data from surveying will help us better look into this “gap” between officers in different age groups.

Although officers considered the technological change in order to assist in policing as significant, they shared identical opinions on the limitations of technology: technology assists policing but can never replace police work. One officer mentioned that current technological innovations in policing focuses on the documentation of crime, which “makes

things faster” but does not help police deal with crime directly. Policing involves large amounts of interaction with people, and a good officer knows how to deescalate, or control the situations through communication. A detailed discussion on officers’ perception of BWCs as a new technology in police work is presented below.

Officers’ Perception of the Implementation of Body Worn Cameras

After getting a general understanding of officers’ perception of police structure and police work in the Clinton Section, researchers continued to engage officers in BWC related topics. Officers gave their understanding of the purpose, benefits, and concerns of the BWC implementation. This section of the report presents five themes that emerged from the observations and interviews with police officers. These five themes are: Lack of Updates in Information on the BWC Project, Perceived Impact of BWCs on Police-Citizen Encounters, Major Benefits of the BWC, Major Concerns of the BWC, and Officers’ Age Differences in Perceptions of BWCs.

Lack of Updates in Information on the BWC Project

From the conversations with officers, researchers inferred a lack of information among officers on the BWC Project. Although this project has been going on for two years, officers were confused as to what stage the BWC project was in. Officers mentioned that they did not get enough updates on the BWC project, and had only heard limited information regarding it. Officers’ knowledge about BWCs came from TV, Internet, and rumors spread amongst officers that weren’t necessarily accurate. For example, one officer heard rumors about substandard cameras and commented, “If you’re going to do it, do it properly and buy quality equipment.” Due to this information gap, researchers encountered some difficulties when trying to gather officers’ expectations of the BWC project and study: in order to give researchers a clear expectation, officers preferred to know more about the project, including the operational procedures of the camera and the policies dictating the usage of the cameras before making any assumptions about its impact on police work.

Perceived Impact of BWCs on Police-Citizen Encounters

During the rides, researchers exited the police cars to observe the interactions between

officers and victims/suspects/witnesses when circumstances allowed. When officers finished handling the incidents, researchers asked the officers: “What could have changed in that incident if you were wearing a body-worn camera?” Surprisingly, most officers thought that the BWC wouldn’t have made a difference. Some officers mentioned that it matters whether or not the BWC is easy to notice, where it could make a difference only if people notice that you have a camera and it’s on. Others believed that people could be involved in an emotional dispute and the presence of the BWC wouldn’t change how they behave. One officer who had some previous BWC experience said announcing the presence of the camera could help police control the situation especially dealing with individuals who are resisting their arrest.

Officers’ opinions on the role of BWCs in policing were consistent with their general thoughts of technology in policing, that is, it’s a secondary tool that would not replace the most important part of policing – communication. Some officers mentioned that they had not used force for a long time, and it had a lot to do with their techniques to “calm down” the situations. One officer predicted that the BWC would help some aggressive officers change their manners at first because of its supervising roles, but as they get used to the BWC, everything would revert back to normal. In addition, from the interview conversations, researchers were able to extract some thoughts about the benefits and concerns of using BWC.

Major Benefits of BWC

Improving Incident Documentation

Along with other technologies like MDTs and license plate scanners, BWCs were perceived by some officers to be an assistive tool that could improve the documentation of incidents. One officer mentioned that the BWC footage could be really helpful in writing traffic accident reports because it documents the details very well. Officers also mentioned that the BWC footage could also be used as evidence that may help criminal investigations and/or convictions.

However, some of the officers were not sure how the policies would affect the BWC footage being used as evidence. One officer was concerned that the District Attorney office’s caseload might be too big to consider using BWC footage for every case.

Providing Justification for Officers’ Actions

Officers agreed that the BWC could provide benefits for both citizens and patrol

officers. When asked about their opinions on why RPD would implement BWC, officers generally thought that the BWC was gaining more attention nationally and it's a trend for different departments around the nation to follow – “It's the flavor of the day” – one officer mentioned. The reason for BWCs gaining more popularity, according to some officers, was that the general public was demanding more accountability from the officers: “Nationally, if enough people are saying something is wrong, we (police) have to address it.” BWCs used as tools to improve police conduct may help build or improve the trust between police and citizens, because “it only shows truth.”

Even though most of the officers viewed BWCs as a “trend” or more than a “necessity,” the ten officers interviewed unanimously agreed that BWC footage could be used to protect officers. First, the footage could help bridge the gap between the public and the officers. Some officers mentioned that social media and the news may have misled certain members of the public into believing that police brutality was common. During the interviews, some officers said that they would prefer if BWC footage was open to the public so that people could witness a complete view of police work. One officer believed that the general public, especially those who held pre-existing negative attitudes that “cops are bad,” would be surprised by what they see in the videos. Secondly, in the case of being wrongly accused by citizens, officers thought that they could use the BWC footage to “clear” the complaints. Some of the officers mentioned that they had heard some BWC research showed that it lowered the number of complaints filed against officers, and were looking forward to using BWC footage to protect themselves from the wrongful accusations.

Dispersing Street-level Crimes

Some officers thought that the BWC may help lower the appearance of certain street-level crimes, such as drug dealing and loitering. As drugs were mentioned by most of the officers as the top crime concern that potentially causes other crimes, many officers believed reducing drug sales could help bring down the area's crime rate. However, officers did emphasize the “dispersing” effect, which means the BWC might just re-direct these street-level crimes into other areas instead of decreasing the amount of crime in that area.

Major Concerns of BWC

Besides the aforementioned benefits, officers also shared their concerns regarding the

implementation of the BWC. The general policies and the Standard of Operations Procedures (SOP) for the BWC were not published by the time the ride-along research occurred, nor were the officers trained, thus many of the concerns regarding BWCs focused on the unknown or unsure aspects of the policy and operations.

Police Reporting Procedures

Although officers did not seem to be worried about adapting to new technology like BWC, some officers did express their expectation for the BWC technology to be up to date and easy to use. The convenience of the BWC technology was thought to be directly related to their efficiency and performance. Officers were not sure how the uploading and downloading process could be completed, how consistent BWC technology would be with MDT, or how much they should rely on the BWC footage to do police reports. Some of them mentioned that the uploading/downloading speed could potentially affect officers' efficiency: if it would take a long time to upload the video, officers would have to spend more time handling the BWC instead of doing more patrol work.

Privacy Issues

Without an SOP, officers were not sure of when to turn the camera on/off during patrol work. On one hand, officers were concerned about their own privacy, and worried that their personal life could be exposed through BWCs. For example, officers wouldn't want the BWC to capture a conversation between them and their family members or other officers. On the other hand, officers were concerned about using BWCs in circumstances/places where cameras might be prohibited. Officers thought that the BWC policy should cover many potential contradictions: places like hospitals and schools usually have policies that prohibit the use of cameras; in addition, residents may also want officers to turn off the cameras when entering their homes. Officers raised many questions in relation to these concerns, such as: "What to do when people ask the officer to turn the camera off?" "What to do when the suspect is underage?" and "What to do when the victim is a child?"

Researchers also asked officers how BWC could change the investigation process/result of shooting assaults. Officers thought the BWC could potentially hurt the efficiency of investigation due to the loss of anonymity from the interviewees' perspective.

They were unitedly against the idea of wearing BWC while conducting a neighborhood check following a shooting incident. Some of the officers were certain that the BWC would keep some witnesses or persons with knowledge from talking to police.

Loss of Discretion

Loss of discretion is listed as one of the major concerns in using BWCs. Officers mentioned that they would assess the situation before making decisions to arrest or not, however, if BWC videos do get evaluated by supervisors, officers may have no choice but to make an arrest due to the mandated-arrest policy. For example, if the camera records someone engaging in minor criminal offenses such as loitering, the officer may be pressured by the BWC to make an arrest when they could just give the suspect a verbal warning.

Like other concerns officers raised, researchers came to the understanding that officers' concern about losing discretion mainly came from their uncertainty about BWC policy. Officers were not sure if their video footage would be checked by their supervisor, and officers' use of discretion may be greatly impacted by the disciplinary regime in the BWC policy. Some officers said that they would expect an increase in arrest rates after the BWC implementation simply because of the pressure to arrest. This expectation was also shared by several sergeants in Clinton Section. In fact, the discipline regime in BWC policy may not only impact officers' use of discretion but also become a concern itself.

BWC Becoming a Tool to Discipline Officers

Officers generally didn't mind the idea of implementing BWC, and they thought the footage could be used to justify their behaviors. However, a few officers were concerned that the BWC may become a tool to discipline officers. One officer said that he would be bothered by the idea of being "second guessed" if supervisors routinely/randomly checked the footage they submitted and made statements such as "You did this, but you should have done that." The officer also mentioned that he would be frustrated if the video footage needed to be submitted for every complaint that officer receives, not only because the thought of being "second guessed" but also because the reviewing process could take officers "off the road": "Just because someone (a citizen) called for a complaint, that officer has to be checked (on his BWC footage) ... (That idea) really bothers me."

Officers thought that the policy should have some flexibility, because the circumstances don't always allow officers to turn their cameras on. During the ride-along sessions, researchers had the chance to follow officers to respond to emergencies including police chase of burglary suspects, car accident rescue, as well as confronting suspects reported with weapons. Officers mentioned that in these situations they might be too busy to turn on the BWC and they should not be blamed for not turning it on in time. In an officer's word, "things could go from zero to a hundred really quick (in policing)."

Officers' Age Gap in Perceptions of BWC

Through interviewing officers in different age groups, researchers also identified an age difference regarding officers' attitudes toward BWCs. In general, all ten officers interviewed were not very concerned about the implementation of BWC. However, younger/newer officers were more open-minded to BWCs than older officers mostly because of their confidence in adapting new technologies. Older officers tend to have more concerns with BWC operation and the policies related to it. Researchers think this difference in perceptions of BWC may be related to experience in policing: older officers who have experienced different trends/changes/reforming in local police structure may have experienced different levels of inconvenience in adapting to new things. It could also be due to the younger generation being exposed to a constant change in technology, even from a young age. Therefore, those officers would be more adaptable and unopposed to implementing new technology in policing.

This difference is based on researchers' qualitative observation; therefore, in order to test the result, quantitative data will be needed. Researchers hope to gain more insight on this finding through surveys. In addition, we want to further examine how age and/or previous policing experience affect officers' BWC user experience after the implementation.

Sergeants' Expectation on BWC's Impact on Administration

Beside the ride-along sessions with patrol officers, researchers also spent some time talking to several Sergeants in the Clinton sector and other sections regarding their perception of BWC. The interview sessions with Sergeants were done in the form of unstructured interviews, during which researchers did not prepare a set of standard questions, instead, we

asked questions based on the content of conversation. As the first-line supervisors of the patrol officers, sergeants spent the majority of their time in the office reviewing reports, filling out paper work, monitoring radio and checking warrants. Overall, their perception of BWC shared some similarities with patrol officers; however, sergeants differed in aspects that are related to their supervising roles.

Sergeants perceived BWC's function as being beneficial but limited. The BWC was a great improvement on police documenting incidents, but its role could be limited because of its inability to capture the incidents from the officers' perspectives. One sergeant mentioned that the camera may see things very differently from the officers' vision: it may capture a wider angle than officers' or it may capture something that the officer couldn't see in that moment (example: when the officer turning his/her head to other suspects while the BWC is facing one suspect(s) or when a suspect is approaching the officer from behind).

Sergeants believed that the nature of their job and workload would be highly dependent on the BWC policy. For example, some of them mentioned that if sergeants were mandated to review the BWC footage when reviewing reports, then the BWC could add a dramatic amount of workload. However, different sergeants looked at this potential change differently: some thought reviewing the BWC footage could help increase the completeness and accuracy of the reports, while others thought it would add more obligations on top of their "already heavy" work load.

One sergeant thought that the BWC wouldn't affect officers' discretion in making an arrest, and he believed that BWC was "unlikely to affect arrests in a downward fashion".

Limitations

Although researchers attempted to select samples that can represent Clinton Section overall, there are several limitations in this ride-along study. Researchers were randomly assigned to do ride-along during different shifts, but officers selected to participate in the research study were assigned by sergeants. It is unknown how sergeants made their decisions to choose officers to be in the study, thus it is possible that participating officers' opinions are different from the others'.

Throughout this ride-along study, female officers were not selected as research samples.

Although the number of female officers in the Clinton Section is significantly less than male officers, their opinions should be recognized in the BWC study since they are likely to have different views on BWC issues from their male colleagues. We recognize this as another limitation of our ride-along study and will include female officers in our future research.

Conclusion

As a pre-study project, these ride-along sessions not only gave researchers several directions for future BWC study but also offered some insights on improving the efficiency of BWC implementation. Researchers gained a thorough understanding of officers' expectations of BWC, which set the foundation for future evaluation studies.

Officers perceived drugs as the major problem in Clinton Section because they tended to lead to other violent crime, property crime and domestic disputes. Officers who worked the daytime shift were more concerned with the shortage of officers than officers who worked the night shift. Depending on the specific paper work and procedures, a police report could take an officer as short as ten minutes or as long as two hours to finish. Officers believed that technologies have really simplified the incident documenting and record searching procedures. However, officers generally viewed verbal communication skills as being more important than technology in policing, and new technologies like BWC were helpful, but very limited in the capacity to assist with the most critical component of policing – communication.

Due to the lack of information, officers were confused on what to expect and/or how to prepare for BWC implementation. Officers mostly attributed the push for BWC to a national trend rather than a necessity for policing. They were generally comfortable with the idea of BWC, but believed that it could only bring a limited change in policing. The human component stands out in officers' perception of the nature of policing, which corresponds to their understanding of the limited role of technology.

Officers agreed that one of BWC's biggest benefits for them was that it could be used to justify officers' actions when falsely accused. Some officers also thought that the footage could be used to show the public what police work really entails, thus eliminating some of the prejudices held by the public. Another major benefit perceived by officers was BWC's potential in improving criminal justice process efficiency.

Policy plays a key role in affecting officers' attitudes towards BWC and it was the

focus of many officers' concerns. They thought that the SOP should thoroughly cover every possible circumstance yet leave some space for officers' discretion. Places like schools, hospitals and private homes need to be specifically addressed in the policy; crimes related to sexual abuse, child abuse, etc. should also be especially considered in the SOP. The policy should also show some understanding when the circumstances don't allow officers to turn on the BWC in time. Some officers were worried that the BWC may become a tool to discipline officers: they were concerned that a "discipline regime" may take more officers off the road and reduce proactive policing.

Glossary

BWC – Body Worn Camera

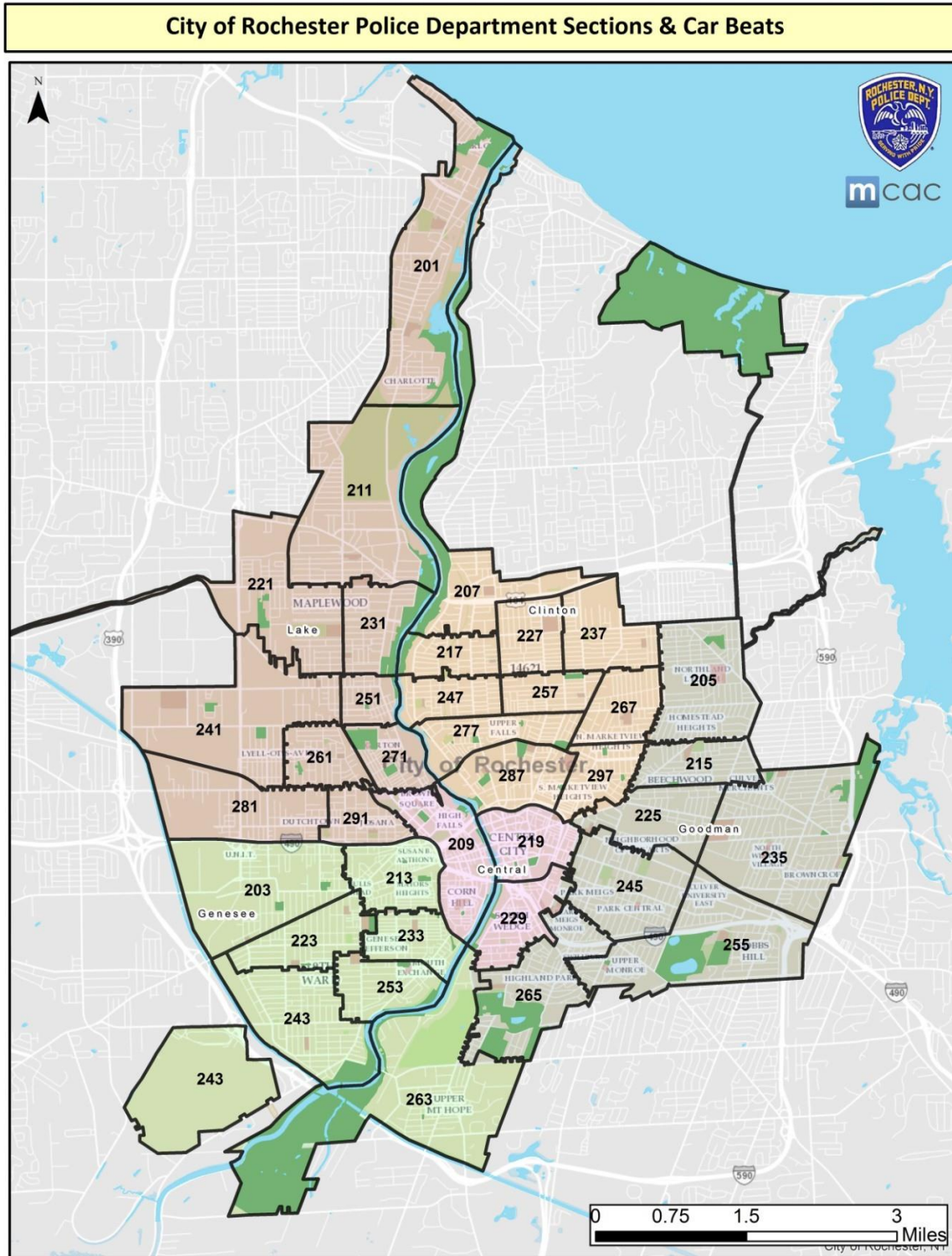
CPSI – Center for Public Safety Initiatives

MDT – Mobile Data Terminal

RPD – Rochester Police Department

SOP – Standard Operation Procedure

Appendix A:



Appendix B:

Rochester Police Department Patrol
Staffing

		Officers				Sergeants	Lieutenants	Investigators	
Section	Platoon	4x2 Work Week*			5x2*				Total
		Wheel A	Wheel B	Wheel C					
Lake	1st	7	7	7		21	3	1	0
	2nd	8	8	8		24	4	1	2
	3rd	10	10	10		30	5	1	3
	4th				10	10	1	0	2
	Total	25	25	25	10	85	13	3	7
Genesee	1st	5	5	5		15	2	1	0
	2nd	7	7	7		21	4	1	2
	3rd	8	8	8		24	4	1	3
	4th				8	8	1	0	2
	Total	20	20	20	8	68	11	3	7
Goodman	1st	5	5	5		15	2	1	0
	2nd	7	7	7		21	4	1	2
	3rd	8	8	8		24	4	1	3
	4th				8	8	1	0	2
	Total	20	20	20	8	68	11	3	7
Clinton	1st	7	7	7		21	3	1	0
	2nd	8	8	8		24	4	1	2
	3rd	10	10	10		30	5	1	3
	4th				10	10	1	0	2
	Total	25	25	25	10	85	13	3	7
Central	1st	3	3	3		9	1	1	0
	2nd	3	3	3		9	2	1	1
	3rd	3	3	3		9	1	1	1
	4th				4	4	1	0	1
	5th				10	10	1	0	0
	Detail**				10	10	0	0	0
	Total	9	9	9	24	51	6	3	3
Patrol Total		99	99	99	60	357	54	15	31

Platoon	Hours								
1st	23:00-07:00								
2nd	07:00-15:00								
3rd	15:00-23:00								
4th	19:00-03:00								
5th	11:00-19:00								
*Patrol personnel work either a 4 days on 2 days off rotating schedule or a fixed 5 days on 2 days off schedule.									
** Central section staffs a unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel.									
Times may vary slightly by Section									

Appendix C:

Pre-Implementation Interview Framework

1. What does a typical work day look like?
 - a. How long have you been a police officer?
 - b. How long have you been patrolling this area? How long have you been working on this shift?
 - c. What's your patrol area?
 - d. What are the major crime concerns of this area based on your experience working here?
 - e. What times of your shift and what days of the week do you have larger workload (Calls for service etc.)?
 - f. How often do you have to call your supervisor? (Use of force report, major crime scene or other issues)
 - g. Overall, what do you think the state of police/citizen encounters are right now? Are citizens cooperative? How much trust do you think you receive from the community you are patrolling (not trusted vs. trusted)?
 - h. What are the type of crimes in this area that need citizen input the most?
 - i. How often do you have to use force to solve a problem?
 - j. How comfortable are you with the idea of using BWCs in policing? (Based on your personal experience and the national trend)
 - k. What issues do you want the BWC study to address?
 - l. Was there any situation where you thought having a BWC could have helped?
2. In what ways do you think BWC are going to affect the nature of police work and why?
 - a. Do you think there would be a detectable change in policing with the addition of BWC? (Example: Police citizen encounter, etc)
 - (1) What are the common crimes in this patrol section? In what ways do you think BWC will change your job in this particular patrol area?
 - Do you think BWC will increase the likelihood of proactive encounters?
 - Do you think BWCs will change response to reactive encounters?
 - Do you think BWCs will bring more reliance on supervisor consultation?
 - (2) Possible changes in different kinds of encounters/calls?
 - Mentally ill
 - Family disturbance/domestic dispute
 - Any early investigative activities (calls to assaults)
 - Dealing with juveniles
 - Drug dealing
 - Gangs
 - (3) How's BWC going to change citizen's view/cooperation of police work?
 - Do you think BWCs will help increase the public's trust of police? (Justify certain cases?)
 - Do you think that the BWC will affect the quality of police/citizen encounter?
 - What's your expectation of whether or not citizens would question the

- camera usage? Why?
 - How do you think the appearance of the BWC would affect the quality/quantity of informational communication between police and concerned citizens?
 - How will BWC affect police interaction with witnesses?
 - How will BWC affect evidentiary usage?
 - How will BWC affect the possibility of follow-up investigative interviews?
- (4) In what ways do you think BWCs would affect domestic violence cases? (Victim cooperation, criminal charge, etc.)
3. Police perceptions of the BWC (Positive, Neutral or Negative)
- (1) Do you think BWCs will be an extra burden or do you tend to perceive it as an improvement that will make your job easier? Why do you think so?
- If Concern > Benefit:
- What's your major concern with using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could cause a problem in your work?
- If Benefit > Concern:
- What's your expected benefit of using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could solve a problem in your work?
- (2) How comfortable are you with BWC as a new policing technology?
- (3) Would the amount of time you'll have to spend on BWC related work affect your role as an officer?
- (4) Are there locations/situations/encounters where you believe the camera may present issues, regardless of policy? (e.g., in homes, schools, with minors, in extreme weathers, particular kinds of events/witnesses)
- (5) What's your thought on BWC vs. officer vision/reaction?

**Appendix IIa: Goodman and Genesee Section Officers' Perception of
Body-Worn Cameras in Policing Before Implementation: An Executive
Summary
8/17/2017**



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Executive Summary

- I. Genesee and Goodman Patrol Section officers frequently based their feelings and predictions for the body-worn camera (BWC) on the current BWC roll-out in the Clinton Section.
- II. On average, most officers were comfortable using BWCs and believed that department adaptation would be swift.
- III. Clinton Section officers believed that the BWCs would create a larger impact on police-citizen encounters, whereas Genesee Section officers did not.
- IV. Officers predicted three major benefits of BWC implementation:
 - a. The provision of visual evidence that would support the decisions made by officers in a case.
 - b. The enhancement of police transparency by providing the community with a contemporary picture of police work.
 - c. May potentially expedite case resolution by enhancing the completeness and clarity of report writing, while also aiding testimonies.
- V. Officers expressed four major concerns about BWC implementation:
 - a. Reduced information gathered from witnesses due to privacy concerns.
 - b. Attachment clip issues that often lead to the detachment of BWCs.
 - c. Increased workload due to BWC-related responsibilities (e.g. uploading footage, camera activation, etc.).
 - d. Mandatory recording policies dealing with sensitive incidents or environments.

Report Summary

Introduction

*This report serves as an executive summary of a larger report by both identifying and summarizing the key findings of the larger report herein.*² Body Worn Cameras (BWCs) have recently been adopted by police departments nationwide in order to redefine policing, accountability, and transparency. BWCs are argued to encourage constructive encounters between police and community members, enhance police legitimacy, improve evidence collection for arrest and prosecution, and expedite the resolution of internal and external complaints (White, 2014). After receiving broad support from local communities in Rochester, the Rochester City Council invested financial support for BWCs with additional support in the form of a grant from the Bureau of Justice Assistance (BJA). A stipulation of receiving federal assistance from the BJA included an independent evaluation conducted by the Center for Public Safety Initiatives (CPSI). CPSI's evaluation of the Rochester Police Department's (RPD) implementation of BWCs is multi-faceted, including a variety of qualitative and quantitative data to assess the impact of BWCs on policing processes and outcomes. This assessment includes, but is not limited to, changes in crime occurrence, complaints against police, and criminal justice processes (including criminal and internal investigations).

A component of CPSI's evaluative strategy was to include ride-along interviews with RPD officers to collect qualitative data on officers' perceptions and expectations of body-worn cameras. For these interviews, researchers developed a semi-structured interview that was designed around anticipated changes in policing and police processes after BWC adoption (See Appendix A). The researchers interviewed RPD officers from four of seven beats in Goodman Section, as well as four officers in the seven beats of the Genesee Section (See Appendix B). The key findings of the report are summarized in the following sections. This report summary focuses on the results of the Goodman and Genesee Sections officer interviews that occurred pre-implementation of BWCs in these respective sections.

² For additional information, please contact: jmkgcj@rit.edu or www.rit.edu/cpsi

Key Findings

Second-hand Knowledge Acquired from Clinton Rollout

During the ride-along interviews, Genesee and Goodman Section officers frequently based their discussions pertaining to BWCs around what they had heard about the experiences of Clinton Section officers. During the time of the interviews held in the Genesee and Goodman Sections, the officers in the Clinton Section began to receive their BWCs. Therefore, it should be taken into consideration that the perceptions and expectations of Genesee and Goodman officers may have adapted in relation to the experiences of the Clinton Section officers.

Receptiveness to Adopting New Technologies

Both Genesee and Goodman Section officers declared that they were comfortable utilizing the BWC technology in patrol. These officers stated that, much like with other technological additions to policing such as dash-cams and Mobile Data Terminals (MDT), the officers would quickly adapt to the implementation of BWCs. Only one officer did not support the utilization of BWCs.

Anticipated Changes in Policing

Generally, the officers of the Goodman and the Genesee Sections had similar expectations when discussing anticipated changes in policing. A key distinction that researchers identified were the Sections' differences in belief as to whether the BWC could positively impact interactions between law enforcement personnel and community members. Officers in the Goodman Section believed BWCs would positively influence police-community interactions, citing expected behavioral changes in both police and civilians. In contrast, the officers in the Genesee Section expressed reservations with this idea, stating that changes in officer or citizen behavior are unlikely with the added presence of a camera.

Perceived Benefits in Implementing BWCs

Among the Goodman and Genesee Sections, officers cited three major benefits: *evidence that supports officer decisions, transparency in policing, and expedited case resolution*. The benefit that officers perceived as most impactful was that the BWCs could provide evidence from their perspective. It was expected that evidence from the perspective of the officer would be used to provide a rationale for discretionary decisions and support the claims of officers when adjudicating complaints.

Officers also believed that BWC footage could potentially enhance policing transparency.

The officers explained that the public may be misinformed in terms of the daily reality of policing, and that the BWC video would provide additional insight into the day-to-day functions of policing. These same officers hoped that community members would have the chance to watch BWC video to help understand the reality of policing rather than what social media has portrayed.

Lastly, officers believed that the additional evidence that BWCs provide could assist with expedited case resolution. Particularly, officers stated that BWC video would enhance the completeness and accuracy of report writing, especially in cases where a lot of dialogue is exchanged, such as in domestic disputes. Officers believed that having BWC video of these incidents would provide enhanced clarity, and potentially resolve cases more quickly.

Perceived Concerns in Implementing BWCs

The Genesee and Goodman Section officers provided information pertaining to their concerns for BWC implementation. The primary concerns were: *reduction in information gathered, attachment clip issues, increases in workload, and mandatory recording policies*. Officers commonly cited concerns pertaining to decreased quantity and quality of information gathered from individuals. The officers believed that due to privacy concerns, civilians may be reluctant to share information with officers which could potentially hamper the efficiency of field investigations.

Officers frequently indicated concerns related to the BWC attachment clip, which was also considered a common issue in the Clinton Section. The officers had overheard that the BWCs had issues with being securely fastened to the uniform and would commonly fall off in circumstances that required physical engagement.

Officers also believed that the BWCs would substantially increase their workload. Officers adapted this belief based on how the BWCs had impacted the Clinton Section officers. As BWCs require uploading, downloading, and tagging the footage after each call, officers felt that the BWCs could lead them to potentially spend less time patrolling as a result of prioritizing BWC-related processes.

The last concern that officers described is related mandatory recording policies. Officers were not certain whether the policy covered incidents involving hospital environments, victims, or minors. As a result of this uncertainty, officers anticipated possible complications in their patrol work involving these locations and individuals.

Conclusion

As the body-worn camera roll-out phase has been incremental, the discussions that researchers had with Genesee and Goodman Section officers were inevitably influenced by the use of BWCs in other sections. The ride-along interviews, however, were able to provide an informative depiction of the beliefs that officers have pertaining to BWC implementation. While officers perceived that the BWCs will improve policing by providing substantial benefits in electronic evidence, policing transparency, and quicker case resolution, the expected benefits were not without anticipated complications. Reduced witness information, issues with physical attachment, increased workload, and mandatory recording policies were among the primary concerns that officers expressed.

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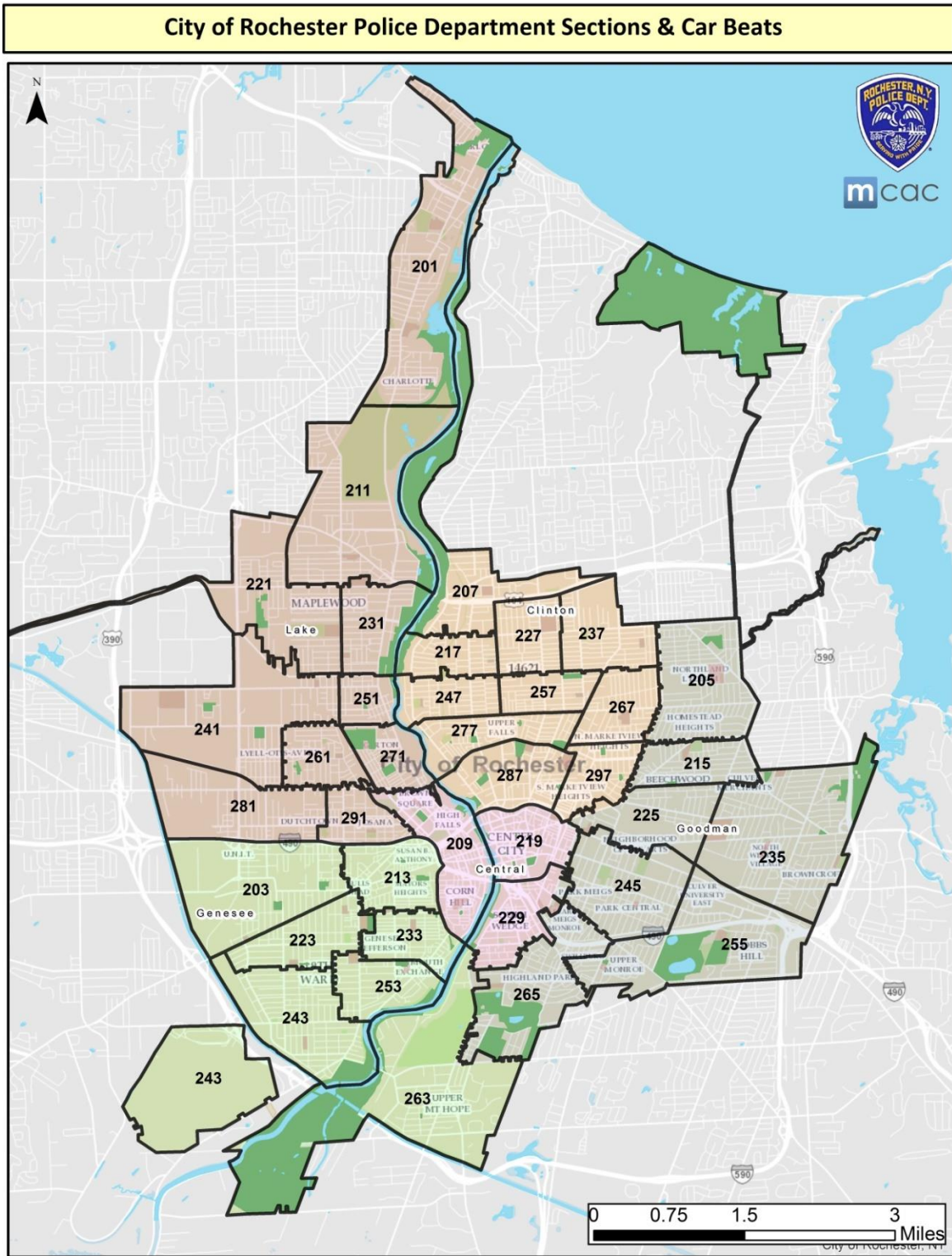
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Appendix A:
A Framework of Interview for Ride-along

4. What does a typical work today look like?
 - m. How long have you been a police officer?
 - n. How long have you been patrolling this area? And how long have you been working on this shift?
 - o. What's your patrol area?
 - p. What are the major crime concerns of this area based on your experience working here?
 - q. What time of your shift and what days of the week do you have larger workload (Calls for service etc.)?
 - r. How often do you have to call your supervisor? (Use of force report, major crime scene or other issues)
 - s. Overall, what do you think the police/citizen encounter right now? Are citizens cooperative? How much trust do you think you receive from the community you are patrolling (not trusted vs. trusted)?
 - t. What are the type of crimes in this area that need citizen input the most?
 - u. How often do you have to use force to solve the problem?
 - v. How comfortable are you with the idea of using BWC in policing? (Based on your personal experience and the national trend)
 - w. What issues do you want the BWC study to address?
 - x. Was there any situation where you thought having a BWC could have helped?
5. In what ways do you think BWC are going to affect the nature of police work and why?
 - b. Do you think there would be a detectable change in policing with the addition of BWC? (Example: Police citizen encounter,
 - (5) What are the common crimes in this patrol section? In what ways do you think BWC will change your job in this particular patrol area?
 - Do you think BWC will change the likelihood of proactive encounters?
 - Do you think BWC will change response to reactive encounters?
 - Do you think BWC will bring more reliance on supervisor consultation?
 - (6) Possible changes in different kinds of encounters/calls?
 - Mentally ill
 - Family disturbance/domestic dispute
 - Any early investigative activities (calls to assaults)
 - Dealing with juveniles
 - Drug dealing
 - Gang
 - (7) How's BWC going to change citizen's view/cooperation of police work?
 - Do you think BWC will help increase public's trust to police? (Justify certain cases?)
 - Do you think that the BWC will affect the quality of police/citizen encounter?
 - What's your expectation of whether or not citizens would question the camera usage? Why?

- How do you think the appearance of the BWC would affect the quality/quantity of informational communication between police and concerned citizens?
 - How will BWC affect police interaction with witnesses?
 - How will BWC affect evidentiary usage?
 - How will BWC affect the possibility of follow-up investigative interviews?
- (8) In what ways do you think BWC would affect domestic violence cases? (Victim cooperation, criminal charge, etc.)
6. Police perception of the BWC (Positive, Neutral or Negative)
- (6) Do you think BWC going to be an extra burden or do you tend to perceive it as an improvement that will make your job easier? Why do you think so?
- If Concern > Benefit:
- What's your major concern with using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could cause a problem in your work?
- If Benefit > Concern:
- What's your expected benefit of using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could solve a problem in your work?
- (7) How comfortable are you with BWC as a new policing technology?
- (8) Would the amount of time you'll have to spend on BWC related work affect your role as an officer?
- (9) Are there locations/situations/encounters where you believe the camera may present issues, regardless of policy? (e.g., in homes, schools, with minors, in extreme weathers, particular kinds of events/witnesses)
- (10) What's your thought on BWC vs. officer vision/reaction?

Appendix B:



**Appendix Iib: Goodman and Genesee Section Officers' Perception of
Body-Worn Cameras in Policing: Full Report**

2/28/2017



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Abstract

This study evaluates the impact of body-worn cameras (BWC) on police work, police-citizen encounters, and internal administrative procedures of the Rochester Police Department. In order to understand and measure the impact of BWC, researchers use a series of quantitative data including, but not limited to, crime occurrence, complaints against police, and criminal justice processes (criminal and internal investigations) before and after the camera deployment. This ride-along report is designed as a qualitative study for researchers to understand the nature of contemporary police patrol work. The purpose of the ride-along study is to collect qualitative data on officers' attitudes and expectations of how the body-worn cameras' will affect their work. After analyzing the result of each ride-along interview, researchers extracted several major aspects that were essential in understanding officers' current thoughts related to policing and the BWC. By comparing the pre-study results from different sections, researchers also hope to find out whether or not officers' attitudes were different between the sections of RPD.

Key words: body-worn camera, ride-along, policing, perception

Research Purpose

Expectations for body-worn cameras (BWC) are extremely high in the public's opinion (Mitchell, 2017), as well as that of policy makers and police administrators (21st Century Policing Task Force, 2015). The complexity of police work, in terms of the exercise of discretion, the engagement of the public in sensitive encounters, and the management of day-to-day operations is likely to yield unanticipated changes in workflow, amendments to policy (e.g., LAPD video release policy: <http://www.latimes.com/local/lanow/la-me-ln-lapd-video-policy-20170131-story.html>), and perhaps even changes in patrol officers' and citizens' behaviors (Ariel and colleagues, 2016). It is imperative to have a baseline understanding of workflow, decision-processes, and routines to understand where, why, and how changes occurred subsequent to BWC implementation. This motivates the current research report which details patrol work and the current nature of police-citizen contact within the Goodman and Genesee sections. First, the methodology is introduced, outlining the sample of shifts and interview protocol. Next information gleaned from ride-along sessions via debriefings regarding encounters with citizens and a semi-structured interview of officers is distilled to establish a sketch of current patrol practice and to probe expectations for change that might be expected to accompany the implementation of BWC.

Methodology

Sample Selection

The Operation Bureau of RPD consists of five patrol sections: Lake, Genesee, Goodman, Clinton, and Central. Each section is divided into different car beats (See Appendix A for additional information detailing car beats in subsequently mentioned patrol sections). Within Lake, Genesee, Goodman, and Clinton Sections there are three platoons (1st Platoon: 23:00-7:00; 2nd Platoon: 7:00- 15:00; 3rd Platoon: 15:00-23:00); for Central Section there are five platoons (1st Platoon: 23:00-7:00; 2nd Platoon: 7:00- 15:00; 3rd Platoon: 15:00-23:00; 4th Platoon: 19:00- 3:00; 5th Platoon: 11:00-19:00). Central Section's staffing is different from the other sections due to its unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel (See Appendix B for the staffing detail of each platoon).

There are seven police beats in Goodman Section: 205, 215, 225, 235, 245, 255, and 265; and seven police beats in Genesee Section: 203, 213, 223, 233, 243, 253, and 263 (See Appendix A). For the ride-along sessions with patrol officers, researchers first randomly selected platoons and patrol beats, then randomly assigned them to four researchers. Each ride- along entailed four hours of observation and questions by researchers. Thus, each eight- hour Platoon was divided into two four-hour periods for each researcher to choose. For example: Researcher A was randomly assigned to the assortment of the 2nd Platoon of Beat 215, since 2ndPlatoon includes the whole eight hours from 7:00 to 15:00, the researcher could choose to do the ride along either from 7:00 to 11:00 or from 11:00 to 15:00 on a week-day based on his/her schedule. A CPSI Research Assistant contacted the RPD BWC research coordinator in advance to schedule the ride-along sessions. Overall, it took researchers one week to finish all four ride- along sessions in Goodman Section and five days to finish all four ride-along sessions in Genesee Section.

The four officers selected for the ride-along in Goodman Section were all males with eight to ten years of policing experience. For Genesee Section, the four officers assigned for the ride-along interview were also male, with an average length of experience of six years ranging from three years to eleven years of experience. It should be acknowledged here that although researchers randomly assigned ride-along platoons, the officers were directly

assigned by their supervisors. The result is limited in generalizability due to the absence of female officers and less experienced officers in the samples.

Researchers used a previously developed interview protocol as a guideline during ride-along sessions (See Appendix C for General Interview Questions for BWC Ride-along Research). During the interviews, researchers engaged in conversation with patrol officers, and improvised follow-ups depending on the circumstances. For example, after a call-for-service, researchers are expected to ask officers question like: “Could anything have been changed if you had a body-worn camera?” The purpose of this type of question is to help officers relate specific calls-for-service types to the BWC. This semi-structured interview format allowed researchers to explore beyond the framework of prepared questions and expand the scope of research topics as appropriate. Before each ride-along session, researchers explained to officers the purpose of the ride-along and provided an oral statement of confidentiality.

Officers’ Perception of Policing and Police Work in Goodman and Genesee Sections

Researchers started the interview by asking officers about the structure of policing and the nature of police work in their respective section. Subsequent interview questions inquired whether officers believed the body-worn camera could affect the nature of police work as well as officers’ expectations of the BWC. Researchers also observed officers’ interactions with citizens during calls-for-service and other encounters. Therefore, additional questions could be asked based on the specific situation without changing the overall structure of the interview framework. Officers provided their experience with calls for service and nature of the crimes in the section.

Goodman Section Ride-Along Findings

Officers’ Understanding of the Goodman Section

Goodman Section is located at the south-east side of the City of Rochester, neighboring Clinton Section, Central Section and Genesee Section. With Irondequoit bordering the northern side and Brighton bordering the southern side, Goodman section shares some suburban features. Overall, this section is a combination of business areas, residential areas and suburban areas.

Goodman Section’s crime distribution is largely dependent on its geographical location. During one ride-along, an officer described Goodman Section as “two different

animals.” Based on the officers’ experience, crimes related to drugs (both drug usage and drug dealing), shootings, and gang violence occur more frequently in the northern side of this section as opposed to the southern side. One officer compared Goodman Section to Clinton Section and commented: “Goodman (Section) has its problematic areas, but I believe it’s the nicest section in the city.”

Officers’ Understanding of Current Police-Citizen Interaction

Officers’ thoughts on police-citizen interaction in Goodman Section generally appear to be positive. Officers believe that most people in their beats trust the police and usually do not experience many issues during calls for service. However, they sometimes have to deal with individuals who “hate the police.” Despite the fact that officers remain positive in regards to community trust, one officer mentioned that he noticed a decrease in trust in recent years. He supported this thought by describing current public trust of police as the “lowest in his career” and expressed that the national media has brought a “detrimental effect” on this. During some interactions with citizens, he has been told: “You cops are just out here killing black people!”

Officers’ opinions on the national trends of community trust for the police are consistent: they think the national trend is negative. Social media was cited by officers as the major factor that leads to the detriment of community trust for police. One officer stated: “the media, especially social media, has tried to make law enforcement look bad, and as a result of that, citizens have changed their perspectives of the police.” Officers mentioned that many videos of police-citizen interactions on the internet don’t show the entire incident, and people start forming opinions based on these “snippets.” One officer commented that there has been an increase in people who want to argue with the police “for the sake of arguing.”

Officers’ View of BWCs and Its Change

Officers’ Understanding of BWC’s Benefits

In general, the officers of Goodman Section are comfortable with the idea of using the BWC in policing and believe that it will bring positive changes. Officers are generally comfortable with the idea of using BWC. With some experience of changes in RPD (both

organizational and operational), the officers consider the BWC as a new policing “tool in the toolbox” or “another part of the uniform” that will not affect their role as police officers, and that they will eventually get used to. One officer assured that within five years from now, officers will get used to the BWC just as they did when the computer system was installed in the car.

Officers believe that the BWC can provide evidence to defend their discretionary decisions and behaviors. “Now the police can show their side of things,” one officer commented. Another officer described that he hoped that the body-worn cameras could be used to show the public “what really happens” when facing the accusations caused by social media. Officers hope that the transparency of the BWC could help the public understand the “real police jobs on a day-to-day basis” instead of basing their judgment on social media. Another benefit of BWC footage as evidence, according to officers, is that it helps to disentangle complicated situations. During domestic disputes, a lot of “he said, she said” can be resolved easily through BWC footage. Some officers believe that the BWC’s footage could also help to enhance the accuracy of their police reports. Standard police reports may not document the entirety of an incident, but details like a citizen’s attitude, body posture, actions, and language can be seen clearly through BWC footage. During a court testimony, the BWC footage could be used as evidence to help officers recall a specific moment accurately.

Officers think overall that the BWC is likely to have no impact on interactions during calls-for-service but may help to deescalate certain situations depending on the individual and the officer. The BWC may bring a positive behavioral change to “both sides of the camera”: the presence of the BWC may cause some people to change their behavior instantly; at the same time, officers themselves are likely to change their behavior, especially their language, during the interaction. One officer gave an example of police-citizen interactions benefiting from the BWC in a bar setting, where people often yell at the police in order to cause a reaction from the officers. The officer believes interactions like this will decrease once the BWC is used as a visible policing tool.

Officers' Concerns for BWCs

Despite the variety of benefits mentioned during the ride-along sessions, officers revealed various concerns about the BWC. Researchers summarized these concerns into four general aspects: BWC functions/operation, BWC hardware, capturing capability, and citizen input.

First, police officers talked about their concerns regarding the technical functions of the BWCs. Researchers noticed that Goodman Section officers often used their knowledge of Clinton Section officers' experiences, as a result, the answers they gave were combinations of their own perceptions and second-hand knowledge of what Clinton Section officers had experienced. This was also very common when officers mentioned their concerns about BWC function/operation and potential user experience.

Officers' concerns pertained to the hardware and technological design of the BWC itself. Based on their knowledge of the current implementation in Clinton Section, officers expressed concerns about BWC size, weight, battery life, and docking procedures. Additionally, officers showed concern with the security of the physical attachment of the camera. One officer stated that "it easily falls off," and may lead to some further concerns with officer safety, especially during foot-chases. Even though officers were generally optimistic about using BWC in future policing, there was some concern about adapting to the BWC. One officer mentioned there could be an increase in response time for calls-for-services as a result of officers spending more time on BWC-related operations.

Second, officers were not sure whether the BWC is capable of capturing everything occurring during an incident. Officers knew that the BWC is going to be located on the chest; therefore, it has a different angle from officers' vision. An officer elaborated by stating "they often don't record what they should, they only get the mid-section of people because that's where they are located on the body." One officer even suggested body-worn cameras that are designed to be worn like glasses for a better recording angle. Officers also discussed their experience of using other forms of footage to resolve false accusations. An officer talked about his previous experience of using blue light camera footage to defend himself against an accusation. The officer had made an arrest for drug possession, and the whole process was captured by a nearby blue light camera.

“...this guy called in a complaint and said that we stole his watch – he didn’t even have a watch – and he also said that we used excessive force on him... I looked at the video and it did look like I was pushing him down, but I told them I just had my hand on him for monitoring...sometimes videos are misleading... it’s not like there are gonna be drones flying around catching every angle and they aren’t in high definition either. I think they are only in 480p and it’s hard to see everything at that resolution. About the watch, they pointed out this little white speck and said ‘you see that’s his watch, he said it was white’. I couldn’t believe it, there are tons of white specs all over the screen. It honestly looked like a piece of trash, you know, there is so much trash in the street, those little Huggies containers everywhere. But the good thing about the video was that it showed him drop the dope. You could see in the video he pulled it out of his pocket and dropped it on the ground. And honestly, I didn’t see that when it happened so that was good. I don’t know if a body camera would have helped or not here. It might have been able to show that I wasn’t using force, but again it depends on the camera and like I said before, it only captures a small area because of where it is located on the body.”

Third, officers unanimously think that the appearance of the BWC is likely to decrease the quality and quantity of information from citizens. Although officers generally think that the appearance of the BWC may help deescalate people in certain situations, it may bring other issues that affect the efficiency of field investigation: witnesses and people with knowledge may be reluctant to talk because of privacy concerns. Despite the fact that getting information from citizens is not a typical issue in Goodman Section, during regular foot-patrol, citizens may still be “skeptical” of the camera and may want to avoid being recorded.

After an officer responded to a man reporting a domestic incident, a researcher asked “Would anything be changed if you had a BWC on you? Why?” The officer was sure that the interaction would have been changed. He went on and explained that the man looked “very apprehensive” and didn’t want to be seen as he was “snitching”, so the officer thought that the man would not have been “so forth coming with info” if he had noticed a camera.

Last, but not least, officers raised concerns with the policy of the BWC. Researchers

found that officers' knowledge about the BWC policy was limited, and this corresponded with their uncertainty about the general implementation plan. As a result, officers described their concerns in the form of "if the policy... that might be a problem." Mandatory recording situations, whether or not minors and victims can be recorded, as well as BWC data storage were mentioned during the ride-along interview as areas where policy may create issues for patrol work.

Genesee Section Ride-Along Results

Officers' Understanding of Genesee Section

Genesee Section is located in the south-western corner of the City of Rochester, bordering Lake Section, Central Section, and Goodman Section. Divided by the Genesee River, the southern side of Genesee Section includes the University of Rochester campus, residential areas, and some business areas, while the northern side is primarily industrial and residential areas. Officers mentioned drugs, specifically marijuana and heroin, as a major problem within the Section and one officer expressed that many homicides within the Section were drug or alcohol related.

Officers' Understanding on the State of Current Police-Citizen Interactions

Officers in Genesee Section generally hold positive views of the citizens within their section. Consistently, each of the officers described the people of Genesee as generally good and willing to help the police, but there is also a small part of the population that regularly engages in illegal behavior and distrusts the police. As one officer put it: "The people [who are] not breaking the law are very cooperative. The ones that do not obey the law have no respect whatsoever." The officers tend to deal primarily with citizens who break the law and some of the officers feel as though these individuals have helped to shape more negative public opinions of the police; "... many people trust the police, but we don't deal with them, often, but [the] part of the population who don't trust us will always call and they tend to mislead the public and media."

Officers' Views on BWCs and Its Change

Officers' Understanding of BWC's Benefits

The Genesee Section officers interviewed were mostly uncertain in regards to how the BWC could benefit their work. Officers expressed their belief that the BWC might be useful for providing evidence to support the claims of officers. Two of the officers discussed how suspects often deny their involvement in criminal actions after being arrested. The BWC footage would show suspects engaging in the same activity as observed by officers. One officer believed that the footage might be useful in this way for dealing with drug-dealers, as police will “be able to prove these individuals are at the same place, day after day, even when they shouldn't be in those areas.”

The officers were generally comfortable with the idea of using the BWC. One officer who had previously worked with a police department which used dash cams stated that the dash cam “helped me more than it bothered me,” and that being given a camera did not bother him either. It is also worth noting, however, that one of the officers expressed that while he did not mind being given a camera, he “absolutely disagree[s] with it,” and is uncomfortable with operating the technology.

Officers' Concerns for BWCs

The officers of Genesee Section discussed various concerns they had about the BWC. One concern held by each of the officers is that the BWC would make it more difficult to get information from witnesses or concerned citizens. According to the officers, many people are uncomfortable giving a written statement or appearing in court; it is unlikely that they will be more willing to give a recorded statement. One officer related his view that “people are going to be less likely to talk because they are so afraid to be [seen as] a snitch,” and that “the level of intelligence we [police officers] can gain will go down dramatically” after the BWC implementation.

Most of the officers interviewed shared a concern with the reliability of the camera's attachment clip. The officers mentioned that they had heard of problems with the BWC remaining secured from other officers, and one of the officers had personally tried wearing

the BWC and noticed that the BWC was not securely attached to his uniform. The officers were concerned that this may become problematic as the BWCs may fall off in more heated incidents, where the footage could be most important. One of the officers interviewed actively engages in proactive policing and expressed worry towards the BWC in this regard, as proactive policing practices tend to involve more physical responses and may be under higher scrutiny for the public for ‘profiling’. Officers may therefore be placed in difficult circumstances if the camera should fall off while engaging in proactive policing.

Finally, most of the officers interviewed were concerned that the BWC could be a burden to their work. The officers have heard that the BWC “requires more work and more time,” citing the need to dock the camera prior to responding to the next job and the need to spend time uploading and downloading videos as a primary concern. One officer even referred to the BWC as ultimately “pointless,” as he felt that the BWC would require a large amount of additional work and force officers to spend less time patrolling the streets.

Officers’ Expectations on Possible Changes in Policing

The officers interviewed appeared to be skeptical and uncertain about the BWC’s potential impact on policing overall. The officers shared doubts that the BWC would notably affect their own behavior on the job. The officers tend to handle each situation based upon its context and their own best judgment, therefore they are unlikely to alter their behavior due to the presence of a camera. As one officer said, “It is not going to change daily interaction. If I am going to stop someone, I am going to stop him no matter if I have a camera or not.”

Similarly, the officers did not feel as though the BWC would increase their need to contact a supervisor. Each of the officers stated that they only rarely contact a supervisor, unless a serious incident has occurred, in which they are mandated to do so. The officers expressed that they are unlikely to contact supervisors outside of these required circumstances, even with the BWC. One officer noted that the footage may provide useful information to supervisors in addressing complaints, but otherwise it would not affect their interactions with supervisors.

Summary

“In the perfect circumstance, if the camera is in the right place, is on entire time,

doesn't fall off, and captures [the] entire incident from the officer going to talk to the citizen to end of use of force incident, then yes they would be great, because it would take away all the questions.” --A Patrol Officer from Goodman Section

Goodman Section is the third section to implement BWC after Clinton and Central Sections. By the time researchers conducted ride-along sessions in this section, officers had gained some knowledge from the other two sites. Like Goodman Section, Genesee Section officers' opinions were inevitably affected by their knowledge of the on-going BWC implementation in other sections. Despite their mutual experience, officers in these two sections share extremely similar understandings of current police-community trust: both sections' officers think that people who often interact with the police have less trust in them, while people who don't interact with police show more respect and trust for officers. Researchers noticed that officers in Goodman and Genesee Section generally had more things to say during the interview relative to Clinton Section, especially on their concerns about BWC operation and user experience. As noted, the homogeneity of office sex and experience among the sample limits generalizability, however, the general picture of work in these two sections is not sharply divergent from that observed in Clinton.

In both Goodman Section and Genesee Section, officers generally agreed that the BWC would not cause a big change in policing in terms of impacting officers' discretion. They consider the BWC as a new change in policing to which they will eventually adapt. However, based on their knowledge of the implementation going on in Clinton and Central Sections, officers had specific concerns about the hardware, technology, and captioning capability of the BWC.

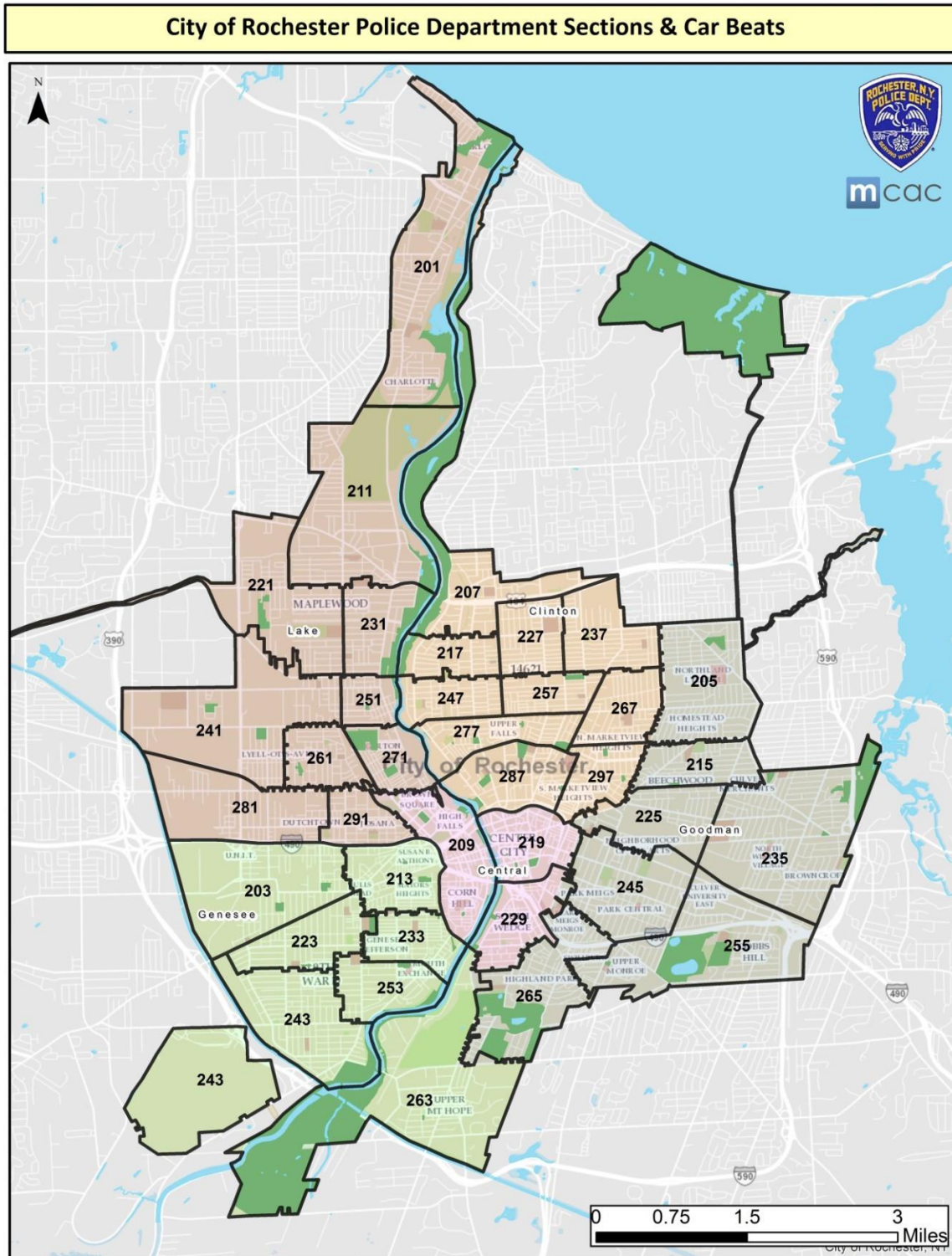
Although the officers in Goodman and Genesee Section believed the BWC would provide only minor benefits, research conducted on the impact of BWCs has been proven to be much more substantial. Recent research on BWCs has shown that they have great potential to decrease citizen complaints and usage of force (Ariel et al., 2015) and increase perceived police legitimacy, leading to more crime reporting (Ariel, 2016). These two changes may be indicative of behavioral transformations in both police and citizens. Capturing officers' internal acceptance and presumed impact of the BWC is important as police ultimately play a role in its effectiveness (Gaub et al., 2016). Research capturing these perceptions prior to and

after BWC deployment show that the internal acceptance of BWCs can be enhanced as it becomes a more universally accepted technology (Gaub et al, 2016). Future ride-along sessions will provide additional insight into the relationship of Rochester's BWC initiative as it relates to the current research trend.

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Appendix A:



Rochester Police Department Patrol Staffing

		Officers				5x2*	Total	Sergeants	Lieutenants	Investigators
		4x2 Work Week*								
Section	Platoon	Wheel A	Wheel B	Wheel C						
Lake	1st	7	7	7		21	3	1	0	
	2nd	8	8	8		24	4	1	2	
	3rd	10	10	10		30	5	1	3	
	4th				10	10	1	0	2	
	Total	25	25	25	10	85	13	3	7	
Genesee	1st	5	5	5		15	2	1	0	
	2nd	7	7	7		21	4	1	2	
	3rd	8	8	8		24	4	1	3	
	4th				8	8	1	0	2	
	Total	20	20	20	8	68	11	3	7	
Goodman	1st	5	5	5		15	2	1	0	
	2nd	7	7	7		21	4	1	2	
	3rd	8	8	8		24	4	1	3	
	4th				8	8	1	0	2	
	Total	20	20	20	8	68	11	3	7	
Clinton	1st	7	7	7		21	3	1	0	
	2nd	8	8	8		24	4	1	2	
	3rd	10	10	10		30	5	1	3	
	4th				10	10	1	0	2	
	Total	25	25	25	10	85	13	3	7	
Central	1st	3	3	3		9	1	1	0	
	2nd	3	3	3		9	2	1	1	
	3rd	3	3	3		9	1	1	1	
	4th				4	4	1	0	1	
	5th				10	10	1	0	0	
	Detail**				10	10	0	0	0	
	Total	9	9	9	24	51	6	3	3	
Patrol Total		99	99	99	60	357	54	15	31	

Platoon	Hours								
1st	23:00-07:00								
2nd	07:00-15:00								
3rd	15:00-23:00								
4th	19:00-03:00								
5th	11:00-19:00								
*Patrol personnel work either a 4 days on 2 days off rotating schedule or a fixed 5 days on 2 days off schedule.									
** Central section staffs a unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel.									
Times may vary slightly by Section									

Appendix C:

Pre-Implementation Interview Framework

1. What does a typical work day look like?
 - (1) How long have you been a police officer?
 - (2) How long have you been patrolling this area? How long have you been working on this shift?
 - (3) What's your patrol area?
 - (4) What are the major crime concerns of this area based on your experience working here?
 - (5) What times of your shift and what days of the week do you have larger workload (Calls for service etc.)?
 - (6) How often do you have to call your supervisor? (Use of force report, major crime scene or other issues)
 - (7) Overall, what do you think the state of police/citizen encounters are right now? Are citizens cooperative? How much trust do you think you receive from the community you are patrolling (not trusted vs. trusted)?
 - (8) What are the type of crimes in this area that need citizen input the most?
 - (9) How often do you have to use force to solve a problem?
 - (10) How comfortable are you with the idea of using BWCs in policing? (Based on your personal experience and the national trend)
 - (11) What issues do you want the BWC study to address?
 - (12) Was there any situation where you thought having a BWC could have helped?
2. In what ways do you think BWC are going to affect the nature of police work and why?
 - (1) Do you think there would be a detectable change in policing with the addition of BWC? (Example: Police citizen encounter, etc)
 - (1) What are the common crimes in this patrol section? In what ways do you think BWC will change your job in this particular patrol area?
 - Do you think BWC will increase the likelihood of proactive encounters?
 - Do you think BWCs will change response to reactive encounters?
 - Do you think BWCs will bring more reliance on supervisor consultation?
 - (2) Possible changes in different kinds of encounters/calls?
 - Mentally ill
 - Family disturbance/domestic dispute
 - Any early investigative activities (calls to assaults)
 - Dealing with juveniles
 - Drug dealing
 - Gangs
 - (3) How's BWC going to change citizen's view/cooperation of police work?
 - Do you think BWCs will help increase the public's trust of police? (Justify certain cases?)

- Do you think that the BWC will affect the quality of police/citizen encounter?
 - What's your expectation of whether or not citizens would question the camera usage? Why?
 - How do you think the appearance of the BWC would affect the quality/quantity of informational communication between police and concerned citizens?
 - How will BWC affect police interaction with witnesses?
 - How will BWC affect evidentiary usage?
 - How will BWC affect the possibility of follow-up investigative interviews?
- (4) In what ways do you think BWCs would affect domestic violence cases? (Victim cooperation, criminal charge, etc.)
3. Police perceptions of the BWC (Positive, Neutral or Negative)
- (1) Do you think BWCs will be an extra burden or do you tend to perceive it as an improvement that will make your job easier? Why do you think so?
- If Concern > Benefit:
- What's your major concern with using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could cause a problem in your work?
- If Benefit > Concern:
- What's your expected benefit of using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could solve a problem in your work?
- (2) How comfortable are you with BWC as a new policing technology?
- (3) Would the amount of time you'll have to spend on BWC related work affect your role as an officer?
- (4) Are there locations/situations/encounters where you believe the camera may present issues, regardless of policy? (e.g., in homes, schools, with minors, in extreme weathers, particular kinds of events/witnesses)
- (5) What's your thought on BWC vs. officer vision/reaction?

**Appendix IIIa: Lake Section Officers' Perception of Body Worn
Camera in Policing Before Implementation: An Executive Summary
8/17/2017**



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Executive Summary

- I. Lake Section officers recognized four potential benefits that they anticipated BWCs would provide to patrol work:
 - a. Improved police legitimacy from the ability for community members to watch BWC video, which would demonstrate a more inclusive portrait of police work.
 - b. The capability to exonerate complaints that may be considered baseless
 - c. Civilize police-community interactions.
 - d. Provide enhanced clarity in court proceedings where BWC video may be considered preferable to written police reports.

- II. Lake Section officers identified six major concerns that were considered the most significant in regards to BWC implementation:
 - a. Restrictions on police preference when considering decisions to arrest, particularly in domestic incidents.
 - b. Reductions in information gathered from witnesses as result of witness fear of retaliation.
 - c. Potential disciplinary consequences if BWC activation is forgone in situations that may be considered impractical or unsafe to activate.
 - d. Concerns that BWC malfunctions may be considered as deception by the general public.
 - e. Concerns that the placement of the BWC may not capture the entirety of an incident.

- III. The experiences of officers in other patrol sections where BWC deployment was already completed influenced the perceptions of officers in the Lake Section.

Report Summary

Introduction

*This report serves as an executive summary of a larger report by both identifying and summarizing the key findings of the larger report herein.*³ BWCs have recently been adopted by police departments nationwide in order to redefine policing, accountability, and transparency. BWCs are argued to encourage constructive encounters between police and community members, enhance police legitimacy, improve evidence collection for arrest and prosecution, and expedite the resolution of internal and external complaints (White, 2014). After receiving broad support from local communities in Rochester, the Rochester City Council invested financial support BWCs with additional support in the form of a grant from the Bureau of Justice Assistance (BJA). A stipulation of receiving federal assistance from the BJA included an independent evaluation conducted by the Center for Public Safety Initiatives (CPSI). CPSI's evaluation of the Rochester Police Department's (RPD) implementation of BWCs is multi-faceted, including a variety of qualitative and quantitative data to assess the impact of BWCs on policing processes and outcomes. This assessment includes, but is not limited to, changes in crime occurrence, complaints against police, and criminal justice processes (including criminal and internal investigations).

A component of CPSI's evaluative strategy was to include ride-along interviews with RPD officers in order to collect qualitative data on officers' perceptions and expectations of body-worn cameras. The study design consists of pre-implementation of BWCs interviews and post-implementation of BWCs interviews. For these interviews, researchers developed a semi-structured interview that was designed around anticipated changes in policing and police processes after BWC adoption (See Appendix A). The researchers interviewed ten RPD officers from ten beats in the Lake Section in the form of a ride-along (See Appendix B). This report summary focuses on the results of the Lake Section officer interviews pre-implementation of BWCs.

³ For additional information, please contact: jmkgcj@rit.edu or see www.rit.edu/cpsi

Key Findings

Perceived Benefits of Implementing BWCs

The officers of the Lake Section discussed a variety of benefits that they expected BWCs to deliver to policing. Officers stated that they believed BWCs could: *improve police legitimacy, exonerate officers of falsely filed complaints, provide a civilizing impact on police-community interactions, and provide utility in court proceedings.* Frequently, officers stated that they believed that BWCs would substantially increase the extent to which the public viewed RPD as transparent. By being able to request and view BWC video, officers believed that the footage may be able to help improve the community's perception of the police. These officers believed that the BWC video would show that officers genuinely attempt to connect with the individuals in their communities.

Additionally, officers believed that BWC video will greatly assist in the adjudication of complaints. Officers believed that in some circumstances, officers face complaints that have no basis to them. However, by having BWCs, officers will be able to record before, during, and after an incident, which could provide additional clarity when resolving complaints filed against them.

Officers frequently mentioned that the BWCs could be used to encourage courteous and respectful interactions on the behalf of officers as well as community members. Officers believed that when both parties are aware that their interactions are being recorded, they will modify their behavior so that there will not be any documentation of either individual engaging in misconduct.

Lastly, officers mentioned that the BWCs could provide utility in court proceedings. Often times during trial, juries rely on written reports describing an incident. BWC video was described as advantageous over written reports as it would visually depict the circumstances of an incident. As a positive consequence, officers predicted that they would potentially spend less time delivering testimonies that characterize the scene and incident.

Perceived Concerns of Implementing BWCs

The officers of the Lake Section stated that they had several concerns with the implementation of BWCs. These fell into five primary concerns that were associated with the

usage and implementation of BWCs. These concerns were: *limited volition in decisions to arrest, reduced intelligence from witnesses, increased workloads, BWC equipment malfunction, and BWC placement.*

Officers frequently cited that they believed the BWCs could potentially reduce the level of discretion that officers have when deciding to make an arrest. Domestic violence incidents were commonly referenced by officers as a type of incident where BWCs would limit discretion than most. Occasionally in domestic incidents, the content of verbal exchanges between the involved parties may be considered criminal, but, generally, no arrest is made as they are considered to be hypothetical rather than remarks grounded in action. With the addition of BWCs, officers predicted that official documentation of verbal threats would have to be considered criminal, which would result in an arrest.

Officers also stated that they anticipated a reduction in information gathered from witnesses and the general public. The officers believed that the presence of a camera would make individuals hesitant to speak to the police and hamper investigative efforts. These officers believed that witnesses to a crime would fear retaliation, as BWC footage is publicly attainable by other individuals.

Frequently mentioned by Lake Section officers were concerns that BWC-related functions would significantly increase their workloads. According to the officers, the primary element in using BWCs that was considered to be the most stressful was camera activation. In certain circumstances where BWC activation may be considered unpractical or unsafe, officers stated they would fear for disciplinary action.

Officers also stated that they were concerned about the technical and operational issues with using BWCs that have been experienced in other sections. In some circumstances, these technical issues would result in a non-functioning camera during a call-for-service. In these scenarios, officers said that they were concerned that the general public would consider camera failure as a deliberate attempt by officers to “cover up the facts.”

Lastly, officers were concerned that the placement of the BWC would hinder the collection of evidence. Due to its placement on the chest, officers stated that the BWC could potentially miss body language and other cues that may determine whether an arrest was justified. Due to these complications, the officers believed that the BWC should be placed closer to eye level, rather than on the chest.

Conclusion

The officers of the Lake Section acknowledged a variety of potential benefits that the BWCs can bring to policing. These benefits included increased transparency, behavioral modification in officers and civilians, and evidential utility in court proceedings. However, the officers were not able to endorse the BWCs without concerns, such as limited discretion, weakened communication between the police and public, increased workload, BWC technical malfunctions, and BWC placement issues. Whenever a potential benefit of BWCs was discussed, this was often mentioned in conjunction with a lingering concern. For example, while BWCs could offer enhanced evidence in court proceedings, this benefit was considered limited due to concerns that BWCs may malfunction, or reduce discretion from witnesses.

At the time of the ride-along interviews in the Lake Section, other patrol sections within the RPD were deploying BWCs. It was apparent to researchers that the experience of officers with BWCs in other sections was an influential factor in the information that the Lake Section officers provided. Therefore, it should be acknowledged that there is a possibility of potential biases in the Lake Section officers' responses.

References

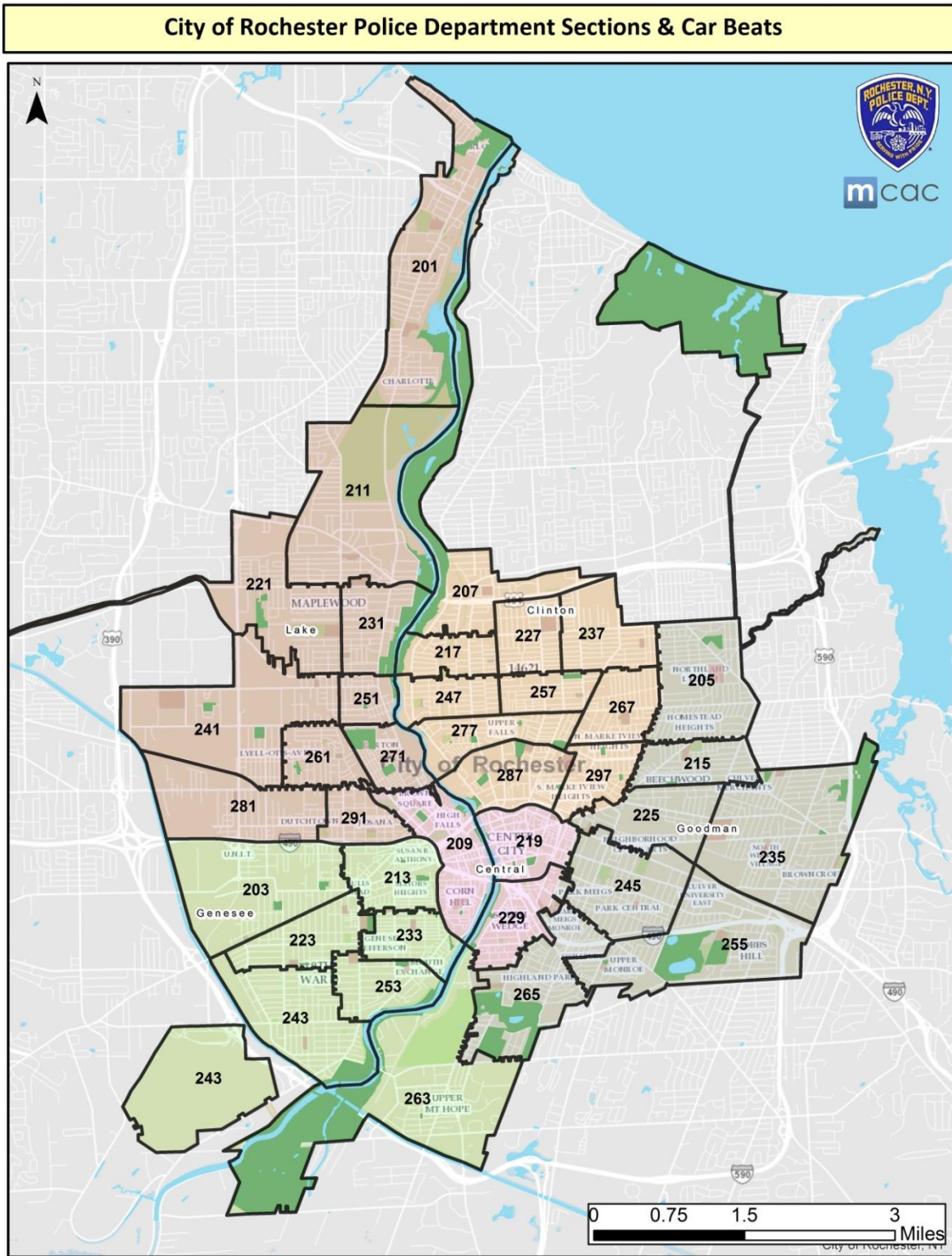
White, M. D. (2014). Police officer body-worn cameras: Assessing the evidence. *Office of Justice Programs*, US Department of Justice.

Appendix A:
Pre-Implementation Interview Framework

1. What does a typical work day look like?
 - (1) How long have you been a police officer?
 - (2) How long have you been patrolling this area? How long have you been working on this shift?
 - (3) What's your patrol area?
 - (4) What are the major crime concerns of this area based on your experience working here?
 - (5) What times of your shift and what days of the week do you have larger workload (Calls for service etc.)?
 - (6) How often do you have to call your supervisor? (Use of force report, major crime scene or other issues)
 - (7) Overall, what do you think the state of police/citizen encounters are right now? Are citizens cooperative? How much trust do you think you receive from the community you are patrolling (not trusted vs. trusted)?
 - (8) What are the type of crimes in this area that need citizen input the most?
 - (9) How often do you have to use force to solve a problem?
 - (10) How comfortable are you with the idea of using BWCs in policing? (Based on your personal experience and the national trend)
 - (11) What issues do you want the BWC study to address?
 - (12) Was there any situation where you thought having a BWC could have helped?
2. In what ways do you think BWC are going to affect the nature of police work and why?
 - (1) Do you think there would be a detectable change in policing with the addition of BWC? (Example: Police citizen encounter, etc)
 - (1) What are the common crimes in this patrol section? In what ways do you think BWC will change your job in this particular patrol area?
 - Do you think BWC will increase the likelihood of proactive encounters?
 - Do you think BWCs will change response to reactive encounters?
 - Do you think BWCs will bring more reliance on supervisor consultation?
 - (2) Possible changes in different kinds of encounters/calls?
 - Mentally ill
 - Family disturbance/domestic dispute
 - Any early investigative activities (calls to assaults)
 - Dealing with juveniles
 - Drug dealing
 - Gangs
 - (3) How's BWC going to change citizen's view/cooperation of police work?
 - Do you think BWCs will help increase the public's trust of police? (Justify certain cases?)
 - Do you think that the BWC will affect the quality of police/citizen encounter?

- What's your expectation of whether or not citizens would question the camera usage? Why?
 - How do you think the appearance of the BWC would affect the quality/quantity of informational communication between police and concerned citizens?
 - How will BWC affect police interaction with witnesses?
 - How will BWC affect evidentiary usage?
 - How will BWC affect the possibility of follow-up investigative interviews?
- (4) In what ways do you think BWCs would affect domestic violence cases? (Victim cooperation, criminal charge, etc.)
3. Police perceptions of the BWC (Positive, Neutral or Negative)
- (1) Do you think BWCs will be an extra burden or do you tend to perceive it as an improvement that will make your job easier? Why do you think so?
- If Concern > Benefit:
- What's your major concern with using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could cause a problem in your work?
- If Benefit > Concern:
- What's your expected benefit of using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could solve a problem in your work?
- (2) How comfortable are you with BWC as a new policing technology?
- (3) Would the amount of time you'll have to spend on BWC related work affect your role as an officer?
- (4) Are there locations/situations/encounters where you believe the camera may present issues, regardless of policy? (e.g., in homes, schools, with minors, in extreme weathers, particular kinds of events/witnesses)
- (5) What's your thought on BWC vs. officer vision/reaction?

Appendix B:



**Appendix IIIb: Lake Section Officers' Perception of Body-Worn
Cameras in Policing: Full Report
4/3/2017**



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Acknowledgement

This research was supported by the Rochester Police Department (RPD). We give special thanks to research coordinator Lieutenant Michael Perkowski from RPD who provided insight and expertise that greatly assisted the research. We thank Rochester Institute of Technology students Avanelle St. Bernard and Christina Burnett for dedicating their time in conducting the ride-along sessions. We would also like to show our gratitude to the patrol officers and sergeants who were involved in the ride-along sessions for sharing their thoughts with us.

Abstract

This study evaluates the impact of body-worn cameras (BWC) on police work, police- citizen encounters, and internal administrative procedures of the Rochester Police Department. In order to understand and measure the impact of BWC, researchers used a series of quantitative data including, but not limited to, crime occurrence, complaints against police, and criminal justice processes (criminal and internal investigations) before and after the camera deployment. This ride-along report is designed as a qualitative study for researchers to understand the nature of contemporary police patrol work. The purpose of the ride-along study is to collect qualitative data on officers' attitudes and expectations of how the body-worn cameras' will affect their work. After analyzing the result of each ride-along interview, researchers extracted several major aspects that were essential in understanding officers' current thoughts related to policing and the BWC. By comparing the pre-study results from different sections, researchers also hope to find out whether or not officers' attitudes were different between the sections of RPD.

Key words: *body-worn camera, ride-along, policing, perception*

Research Purpose

Expectations for body-worn cameras (BWC) are extremely high in the public's opinion (Mitchell, 2017), as well as that of policy makers and police administrators (21st Century Policing Task Force, 2015). The complexity of police work, in terms of the exercise of discretion, the engagement of the public in sensitive encounters, and the management of day-to-day operations is likely to yield unanticipated changes in workflow, amendments to policy (e.g., LAPD video release policy: <http://www.latimes.com/local/lanow/la-me-ln-lapd-video-policy-20170131-story.html>), and perhaps even changes in patrol officers' and citizens' behaviors (Ariel and colleagues, 2016). It is imperative to have a baseline understanding of workflow, decision-processes, and routines to understand where, why, and how changes occurred subsequent to BWC implementation. This motivates the current research report which details patrol work and the current nature of police-citizen contact within the Goodman and Genesee sections. First, the methodology is introduced, outlining the sample of shifts and interview protocol. Next information gleaned from ride-along sessions via debriefings after encounters with citizens and a semi-structured interview of officers is distilled to establish a sketch of current patrol practice and to probe expectations for change that might be expected to accompany the implementation of BWC.

Methodology

Sample Selection

The Operation Bureau of RPD consists of five patrol sections: Lake, Genesee, Goodman, Clinton, and Central. Each section is divided into different car beats (See Appendix A for additional information detailing car beats in subsequently mentioned patrol sections). Within Lake, Genesee, Goodman, and Clinton Sections there are three platoons (1st Platoon: 23:00-7:00; 2nd Platoon: 7:00- 15:00; 3rd Platoon: 15:00-23:00); for Central Section there are five platoons (1st Platoon: 23:00-7:00; 2nd Platoon: 7:00- 15:00; 3rd Platoon: 15:00-23:00; 4th Platoon: 19:00- 3:00; 5th Platoon: 11:00-19:00). Central Section's staffing is different from the other sections due to its unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel (See Appendix B for the staffing detail of each platoon).

There are nine police beats in Lake Section: 201, 211, 221, 231, 241, 251, 261, 271, 281, and 291 (See Appendix A). For the ride-along sessions with patrol officers, researchers first randomly assorted platoons and patrol beats, then randomly assigned the assortments to four researchers. Each ride-along entailed four hours of observation and questions by researchers. Thus, each eight-hour Platoon was divided into two four-hour periods for each researcher to choose. For example: Researcher A was randomly assigned to the assortment of the 2nd Platoon of Beat 201, since 2nd Platoon includes the whole eight hours from 7:00 to 15:00, the researcher could choose to do the ride along either from 7:00 to 11:00 or from 11:00 to 15:00 on a week- day based on his/her schedule. A CPSI Research Assistant contacted the RPD BWC research coordinator in advance to schedule the ride-along sessions. Overall, it took researchers approximately five weeks to finish all ten ride-along sessions in Lake Section.

Of the ten officers selected for ride along sessions in Lake Section, six were female and four were male. For Lake Section, the ten officers assigned for the ride-along interviews had experience ranging between one and fourteen years of experience. It should be acknowledged here that although researchers randomly assigned ride-along platoons, the officers were directly assigned by their supervisors.

Researchers used a previously developed interview protocol as a guideline during ride-

along sessions (See Appendix C for General Interview Questions for BWC Ride-along Research). During the interviews, researchers engaged in conversation with patrol officers, and, depending on the circumstances, new questions were improvised. For example, after a call-for-service, researchers are expected to ask officers questions like: “Could anything have been changed if you had a body-worn camera?” The purpose of this type of question is to help officers relate specific calls-for-service to the BWC. This semi-structured interview format allowed researchers to explore beyond the framework of prepared questions and expand the scope of research topics as appropriate. Before each ride-along session, researchers explained to officers the purpose of the ride-along and provided an oral statement of confidentiality.

Officers’ Perception of Policing and Police Work in Lake Section

In the first section of the ride along interview, researchers asked officers about the structure of policing and the nature of police work in their respective section. Subsequent interview questions asked if officers believed the body-worn camera could affect the nature of police work as well as officers’ expectations of the BWC. Additionally, researchers observed officers’ interactions with citizens during calls-for- service. Therefore, additional questions were included based on specific situations without changing the overall structure of the interview framework in order to provide additional context. Officers provided their experience with calls for service and nature of the crimes in the section.

Lake Section Ride-Along Findings Officers’ Experience Patrolling Lake Section

Lake Section, located at the north-western side of Rochester, is a district that combines residential, industrial and commercial areas. The officers interviewed for the ride-along sessions frequently mentioned domestic violence, drug usage and sales, prostitution, gangs, and gang-related firearm activity as the primary crime concerns for their patrol area. One officer recounted his experience with the criminal activity of Lake Section as “an area of vice, [in Lake Section] there are more serious crimes in comparison to the traffic violations officers [from other sections] are used to.” Amongst all officers participating in the ride along sessions, there was a general consensus that the severity and frequency of calls for service varied by location, with some tending to have higher concentration of crimes than others.

Officer’s Perceptions of Current Police-Community Relationships

When officers were asked about the prevailing trend of police-community relationships, the responses elicited were mixed. The observed officers were evenly split between those believing the community had positive attitudes versus negative attitudes on policing. One officer mentioned that these differences in the state of community relationships vary by locality, he stated: “the [type of] crime is the same, it’s just different people,” when comparing the east end of Lake Section to the west end.

Officers who were optimistic of current police-community interactions stated that the citizens have generally been cooperative. An officer reinforced this belief by stating that “the people in Lake Section are great, do the right thing, and care about the community.” Another officer stated that “most of them (citizens in Lake Section) just want our help. In my beat, a lot of people are police friendly. In another area I patrolled, the people are not as friendly as here.”

Officers who perceived the current state of police-community interactions as poor frequently mentioned that many of the clientele in Lake Section don’t trust the police. One officer elaborated that “[citizen cooperation] is not good. We rarely get a legit victim who really wants help. Once I arrived at a scene where two black females were fighting, one of them started yelling ‘they sent us a white officer like that is going to help?’” Many officers cited social media as a contributing factor to poor police-community relations by showing controversial videos of police use of force. An officer mentioned that “the media is really bad [for police-community relationships] because of what people are seeing on the internet ... they are consulting the media to come to their conclusions.”

Officer Perceptions of Changes Related to BWC

The largest component of the ride-along sessions investigated how officers perceived BWC being added as a policing tool during daily patrols. Researchers asked a variety of questions regarding how the BWC could potentially affect facets of their patrol. We asked officers their opinions on how BWC could affect different types of encounters or calls, officer and citizen behavior, community cooperation and trust, and officer workload. For further information on interview protocol, reference Appendix C. The sections in this paper below are subdivided into the perceived positive and negative impacts of the BWC on the

officer's patrol.

Officers' Perceptions of BWC Benefits

Most of the officers interviewed stated that they were comfortable with the implementation of the BWC into their daily patrol activities. Regardless of BWC utilization, officers stated that they would do their job identically and to the same high standards. Officers did, however, acknowledge the potential benefits of BWC implementation related to transparency, behavior modification, and the evidentiary value of the BWC in court. Subsequent sections detail with specificity the benefits of the BWC recognized by officers.

Transparency

The most frequently mentioned benefit of BWC during the interviews was its ability to show the officers' perspective on their daily patrol. One officer mentioned that impaired police- community relationships that have resulted from negative nationwide media exposure could potentially be repaired with BWC footage. A few other officers believed that many of the videos circulating social media were biased in that they do not show the events leading up to the incidents, in which case, BWC could potentially provide justification for officers' actions. An officer stated that "we (the police) want to connect with the people ... and that the BWC will show 'what is really going on.'"

In connection to the beneficial impact of BWC footage on transparency, many officers believed that the BWC could resolve numerous complaints, particularly use of force complaints. The belief that that BWC could potentially exonerate officers of falsely filed complaints was due to the fact that the BWC can capture incidents "before, during, and after" they have occurred. As the BWC is able to show the events occurring prior to use of force, the footage could potentially justify such cases.

Behavior Modification Resulting from BWC

One officer mentioned that the BWC can be used to modify the behavior of officers who are problematic. An officer elaborated on this subject and stated that "[The BWC] will change the actions of hot headed officers and their actions towards people. It will also capture officers' 'laziness' and attend to obvious things happening in the streets that they aren't

assigned to.” Additionally, some officers felt that the camera could potentially change the behavior of the clientele they interact with on their daily patrol. As a result of citizen acknowledgement of being recorded, some officers believe that their clientele will conduct themselves in more appropriate ways. For example, a citizen treating an officer disrespectfully may not do so if the citizen is aware that they are being recorded.

Evidentiary Usage of BWC

Officers often mentioned the benefit of utilizing BWC footage as evidence. One officer mentioned that during trials without video footage, juries often rely on the written reports describing the incident. BWC footage may be advantageous over written reports in these situations as they show the event from the officer’s perception. Furthermore, another officer stated that BWC footage could potentially be helpful in reducing the amount of time spent on testimony during trials. In the trial the officer participated in, a large amount of time was spent characterizing the scene and detailing the incident. The amount of time spent recounting the elements of the case could have been shortened by referencing the BWC footage.

Officer’s Concerns of BWC Implementation

While the officers attending the ride along sessions perceived many benefits of implementing the BWC into their daily patrol, the same officers also recognized its limitations and expressed concerns with BWC implementation. The concerns that officers held over utilizing the BWC in their daily patrol can be subdivided into the follow themes: more limited discretion, reduced intelligence from witnesses or people with knowledge, increased workload, the possibility of BWC malfunction, as well as the BWC’s placement on officers.

BWC Limiting Officer Discretion

Nearly all officers mentioned the potential impact of BWC implementation in limiting the discretion of officers, particularly in domestic incidents. Domestic incidents are usually resolved through means other than arrest, and are reconciled on scene. Officers stated that domestic incidents tend to be heated situations, in which people use figures of speech that may be considered criminal, but are usually not considered to be serious threats unless warranted.

Officers stated that their discretion, which allows them to discern whether remarks made during domestic incidents are serious, may be eliminated with the implementation of BWC. As one officer stated, “sometimes you get to some domestics and they call out of anger and spite but don’t want much done really. They say things they shouldn’t say around us and we let it go. However, now that it is on camera and they are being documented ... we will have to go full out and make an arrest.

Reduced Intelligence

As a result of officers’ reduced discretion potentially leading to more arrests; officers stated that individuals may be hesitant to talk to police officers wearing the BWC. Officers stated that witnesses were already hesitant to disclose information to the police, often due to a fear of retaliation, and implementing the BWC will only increase this hesitation. This constraint on communication goes beyond speaking to witnesses; one officer stated that the “BWC might deter people from talking to the police, even joking around, due to being recorded.” Another officer stated that the BWC has the potential to divide citizens and the police: “...the community won’t come together with police because of refusing to speak to police. Call volume could possibly be reduced, because they don’t want to be involved, videotaped, or seen.”

BWC Workload Concerns

Most officers cited concerns over BWC-related processes creating an increase in their workloads. One stated that taking additional time to figure out BWC operation could potentially increase the time to respond to calls. The procedures involved with BWC processes that were considered troublesome were: docking the BWC, BWC activation before responding to a call for service, and BWC video uploading and downloading.

The requirement of activating the camera before attending to calls for service was repeatedly cited by the officers as being likely to be an additional source of pressure in officers’ daily workloads. This added stress pertains to the potential punitive consequences of forgetting to turn on the camera before attending to a call for service. An officer elaborated by stating “what will happen if you forget [to turn on the camera]? If you were to forget the added step [in their workload] of having a camera, what will be the consequence? For

example, if you are going to a call and it's an active call and forget to push a button what happens?"

Another concern for the BWC increasing officers' workloads was the possible need for additional report writing. In connection to the limited discretion resulting from BWC usage, officers stated that incidents that would have otherwise been resolved on scene, would lead to more arrests, and subsequently more reports to write.

BWC Malfunctioning

Officers expressing concerns over technical and operational issues with BWC based their opinions on what officers in other sections had experienced with BWC. The issues expressed by officers pertained to battery life, BWC attachment, BWC failure, and "beeping" issues.

Officers stated that they had heard from officers from other sections that the BWC had a short battery life, resulting in the BWC dying during an incident, and had attachment issues where the BWC could potentially fall off as a result of physical activity during incidents. Due to these issues, officers were worried about the potential conclusions the public might generate in instances of BWC malfunction. One officer stated that "some individuals will think officers turned [the BWC] off to be deliberate."

A few officers expressed concerns over a feature included in the BWC where it exhibits a beeping noise while being operated. Officers who stated concerns over BWC beeping felt that it could be potentially place officers at risk during incidents. One officer stated that the "beeping will generally not be a problem, but maybe will be during a risky search where it could be dangerous."

BWC Placement

A few officers stated concerns over the positioning of the BWC, which is located directly in the middle of the chest on an officer's uniform. Since this positioning is lower than the officer's line of sight, officers felt that the BWC may not be able to capture the entirety of an individual's body language, or emotions exhibited. This could be potentially problematic as

capturing an individual's demeanor can make a large difference in terms of determining whether or not an arrest was justified.

An officer mentioned that the BWC's placement on the chest may also be problematic in the case of a physical altercation. In instances where police may need to exert force in order to subdue an individual, the camera could easily be grabbed or knocked off. The officer believed that BWC placement over the shoulder would be more appropriate in these situations, and would capture footage closer to eye level

Summary

RPD officers from Lake Section acknowledged a myriad of potential benefits of BWC implementation. These benefits included: increased transparency, behavioral modification from officers and citizens, and evidentiary usages in court procedures. However, officers also expressed some concerns with BWC implementation. These concerns included: limited discretion as a result of the BWC, weakened communication between police and the public, increased workload, the tendency for the BWC to malfunction, and ineffective BWC placement. Often, it was stated by officers that the benefits associated with BWC usage were also closely associated with the previously stated concerns.

None of the officers fully endorsed the BWC without concerns. For example, officers who stated the potential evidentiary benefits the footage provides in court cases or in response to complaints later mentioned that the placement of the camera was a limiting factor in these scenarios. Furthermore, officers who stated that the BWC could serve as a potential behavioral conditioner also stated that interactions with police could decrease. These interactions could decrease as a result of privacy concerns around being recorded, or as a result of increased instances of arrest due to limited discretion. However, even though concerns about BWC implementation were present, officers stated that once they have received the BWC, they anticipate to conduct their patrols in the same manner as they had prior to BWC implementation.

Generally, it appears that younger officers viewed BWC usage more positively, but any differences in BWC perceptions by age appeared to be subtle. In Lake Section, researchers

made an effort to request ride-along interviews with more female officers, as officers in ride along interviews in previous sections were predominately male. However, even upon inclusion of more female officers in these interviews, there was no detectable difference in the perceptions of BWC usage by gender.

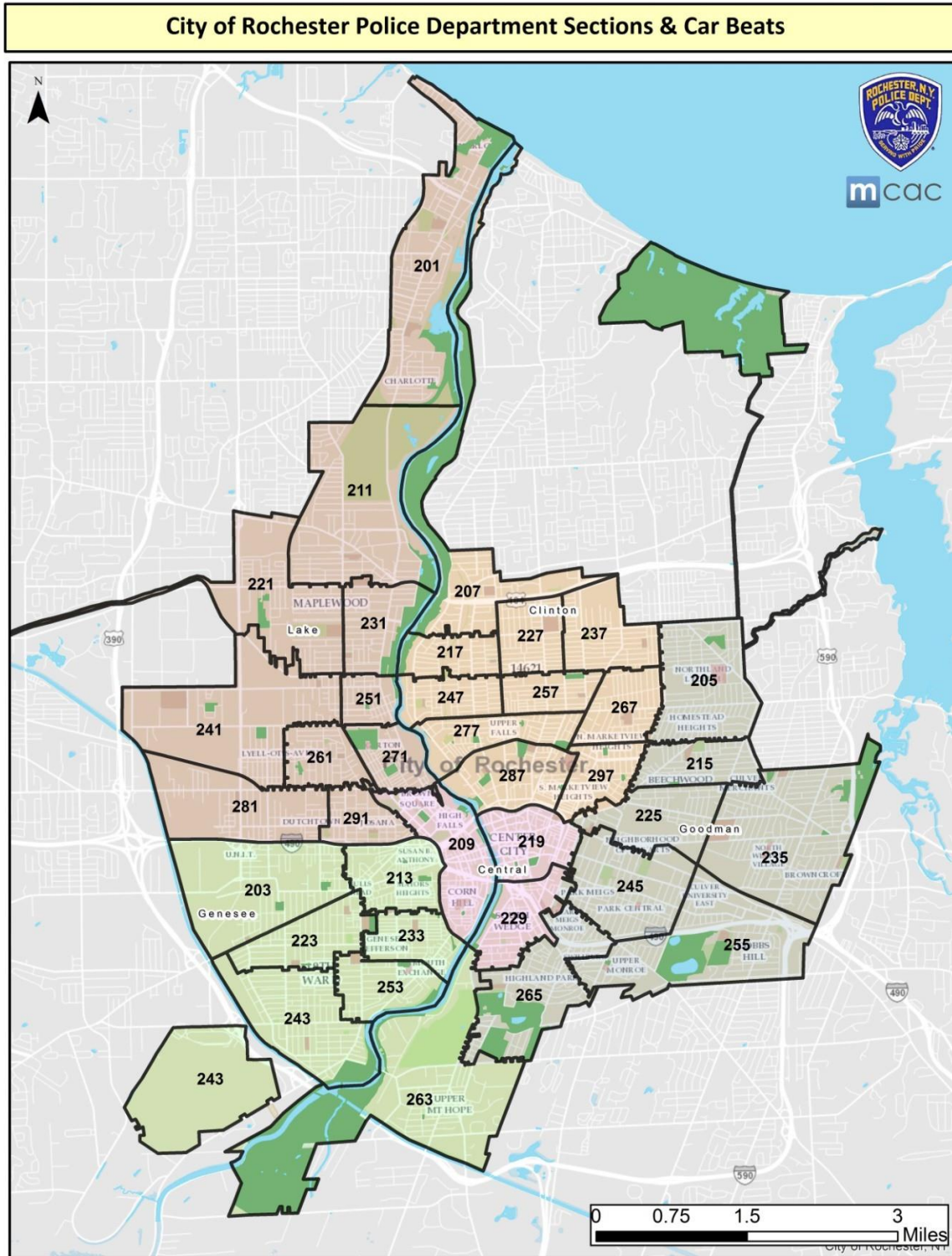
The experiences of officers with the BWC in other sections was a notable factor in shaping the responses of the interviews in Lake Section. For example, the concerns regarding the short battery life of the BWC, and issues with BWC detachment were based upon the accounts of officers from other sections where the BWC had already been implemented. Therefore, it should be acknowledged that a potential bias may exist in the interview responses compared with those of Clinton Section.

Although the officers in Goodman and Genesee Section believed the BWC would provide only minor benefits, research conducted on the impact of BWCs has been proven to be much more substantial. Recent research on BWCs has shown that they have great potential to decrease citizen complaints and police use of force (Ariel et al., 2015) and increase perceived police legitimacy, leading to more crime reporting (Ariel, 2016). These two changes may be indicative of behavioral transformations in both police and citizens. Capturing officers' internal acceptance and presumed impact of the BWC is important as police ultimately play a role in its effectiveness (Gaub et al., 2016). Research capturing these perceptions prior to and after BWC deployment show that the internal acceptance of BWCs can be enhanced as it becomes a more universally accepted technology (Gaub et al, 2016). Future ride-along sessions will provide additional insight into the relationship of Rochester's BWC initiative as it relates to post implementation perceptions of officers and the impact on work processes.

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Appendix A:



Appendix B:

Rochester Police Department Patrol Staffing

		Officers					Sergeants	Lieutenants	Investigators
		4x2 Work Week*			5x2*	Total			
Section	Platoon	Wheel A	Wheel B	Wheel C					
Lake	1st	7	7	7		21	3	1	0
	2nd	8	8	8		24	4	1	2
	3rd	10	10	10		30	5	1	3
	4th				10	10	1	0	2
	Total	25	25	25	10	85	13	3	7
Genesee	1st	5	5	5		15	2	1	0
	2nd	7	7	7		21	4	1	2
	3rd	8	8	8		24	4	1	3
	4th				8	8	1	0	2
	Total	20	20	20	8	68	11	3	7
Goodman	1st	5	5	5		15	2	1	0
	2nd	7	7	7		21	4	1	2
	3rd	8	8	8		24	4	1	3
	4th				8	8	1	0	2
	Total	20	20	20	8	68	11	3	7
Clinton	1st	7	7	7		21	3	1	0
	2nd	8	8	8		24	4	1	2
	3rd	10	10	10		30	5	1	3
	4th				10	10	1	0	2
	Total	25	25	25	10	85	13	3	7
Central	1st	3	3	3		9	1	1	0
	2nd	3	3	3		9	2	1	1
	3rd	3	3	3		9	1	1	1
	4th				4	4	1	0	1
	5th				10	10	1	0	0
	Detail**				10	10	0	0	0
	Total	9	9	9	24	51	6	3	3
Patrol Total		99	99	99	60	357	54	15	31

<u>Platoon</u>	<u>Hours</u>	
1st	23:00-07:00	*Patrol personnel work either a 4 days on 2 days off rotating schedule or a fixed 5 days on 2 days off schedule.
2nd	07:00-15:00	
3rd	15:00-23:00	
4th	19:00-03:00	** Central section staffs a unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel.
5th	11:00-19:00	
Times may vary slightly by Section		

Appendix C:

Pre-Implementation Interview Framework

1. What does a typical work day look like?
 - How long have you been a police officer?
 - How long have you been patrolling this area? How long have you been working on this shift?
 - What's your patrol area?
 - What are the major crime concerns of this area based on your experience working here?
 - What times of your shift and what days of the week do you have larger workload (Calls for service etc.)?
 - How often do you have to call your supervisor? (Use of force report, major crime scene or other issues)
 - Overall, what do you think the state of police/citizen encounters are right now? Are citizens cooperative? How much trust do you think you receive from the community you are patrolling (not trusted vs. trusted)?
 - What are the type of crimes in this area that need citizen input the most?
 - How often do you have to use force to solve a problem?
 - How comfortable are you with the idea of using BWCs in policing? (Based on your personal experience and the national trend)
 - What issues do you want the BWC study to address?
 - Was there any situation where you thought having a BWC could have helped?
2. In what ways do you think BWC are going to affect the nature of police work and why?
 - Do you think there would be a detectable change in policing with the addition of BWC? (Example: Police citizen encounter, etc)
 - (1) What are the common crimes in this patrol section? In what ways do you think BWC will change your job in this particular patrol area?
 1. Do you think BWC will increase the likelihood of proactive encounters?
 2. Do you think BWCs will change response to reactive encounters?
 3. Do you think BWCs will bring more reliance on supervisor consultation?
 - (2) Possible changes in different kinds of encounters/calls?
 1. Mentally ill
 2. Family disturbance/domestic dispute
 3. Any early investigative activities (calls to assaults)
 4. Dealing with juveniles
 5. Drug dealing
 6. Gangs
 - (3) How's BWC going to change citizen's view/cooperation of police work?
 1. Do you think BWCs will help increase the public's trust of police? (Justify certain cases?)

2. Do you think that the BWC will affect the quality of police/citizen encounter?
 3. What's your expectation of whether or not citizens would question the camera usage? Why?
 4. How do you think the appearance of the BWC would affect the quality/quantity of informational communication between police and concerned citizens?
 5. How will BWC affect police interaction with witnesses?
 6. How will BWC affect evidentiary usage?
 7. How will BWC affect the possibility of follow-up investigative interviews?
- (4) In what ways do you think BWCs would affect domestic violence cases? (Victim cooperation, criminal charge, etc.)
4. Police perceptions of the BWC (Positive, Neutral or Negative)
- (1) Do you think BWCs will be an extra burden or do you tend to perceive it as an improvement that will make your job easier? Why do you think so?

If Concern > Benefit:

 - What's your major concern with using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could cause a problem in your work?

If Benefit > Concern:

 - What's your expected benefit of using/implementing BWC? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example of how BWC could solve a problem in your work?
 - (2) How comfortable are you with BWC as a new policing technology?
 - (3) Would the amount of time you'll have to spend on BWC related work affect your role as an officer?
 - (4) Are there locations/situations/encounters where you believe the camera may present issues, regardless of policy? (e.g., in homes, schools, with minors, in extreme weathers, particular kinds of events/witnesses)
 - (5) What's your thought on BWC vs. officer vision/reaction?

**Appendix IVa: Community Views of Body-Worn Cameras in the
Rochester Police Department: An Executive Summary
8/17/2017**



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Executive Summary

- I. In order to identify community expectations and sentiment revolving around body-worn cameras (BWC), researchers utilized three different methods:
 - a. Focus group interviews.
 - b. Analyzed dialogue from BWC community presentations.
 - c. Community surveys in two Rochester neighborhoods through the TIPS (Trust, Information, Programs, and Services) police-community endeavor.
- II. Of all the total focus group participant categories, 92.1% believed BWCs would improve police-community relationships.
- III. Focus group participants offered additional insight in regards to BWCs. Researchers categorized them into three aspects based on the content:
 - a. Enhancements in transparency and accountability.
 - b. Concerns with footage manipulation/editing.
 - c. BWCs' inability to serve as a cure-all for improving police-community relationships.
- IV. The analysis of the community presentation dialogue revealed five primary subject matters in relation to BWCs:
 - a. Requests for quarterly reports.
 - b. Concerns regarding unstable BWC attachment.
 - c. Footage gathering protocols in the incidence of BWC failure.
 - d. BWC program costs particularly as it pertains to footage storage.
 - e. Officer discretion as it relates to the BWC recording policy.
- V. Community surveys indicated positive perceptions of BWC usage.
 - a. 68.4% of the respondents from Norton Village and Edgerton Park were aware of the Rochester Police Department (RPD) using BWCs.
 - b. 86.1% of the respondents believed that BWCs would improve their community's relationship with the RPD.
 - c. Across both sites, 85.7% of the respondents believed that the RPD would use BWC footage fairly and impartially.

Report Summary

Introduction

*This report serves as an executive summary of a larger report by identifying and summarizing the key findings of the larger report herein.*⁴ BWCs have recently been adopted by police departments nationwide in order to redefine policing, accountability, and transparency. Although the expectations of BWCs are high, they are speculated to encourage constructive encounters between police and community members, enhance police legitimacy, improve evidence collection for arrest and prosecution, and expedite the resolution of internal and external complaints (White, 2014). After receiving broad support from local communities in Rochester, the Rochester City Council invested in BWCs with additional support in the form of a grant from the Bureau of Justice Assistance (BJA). A stipulation of receiving federal assistance from the BJA included an independent evaluation conducted by the Center for Public Safety Initiatives (CPSI). CPSI's evaluation of the RPD implementation of BWCs is multi-faceted, including a variety of qualitative and quantitative data to assess the impact of BWCs on policing processes and outcomes.

This assessment includes but is not limited to changes in crime occurrence, complaints against police, and criminal justice processes (including criminal and internal investigations). A component of the CPSI's evaluation included identifying the communities' perceptions and expectations of the BWC implementation. In order to accomplish this, researchers facilitated community surveys, community focus groups, and analyzed dialogue exchanged at BWC community presentations. In subsequent sections of this report are the findings subdivided by the strategies researchers took to accomplish these goals.

⁴ For additional information, please contact: jmkgcj@rit.edu or see www.rit.edu/cpsi

Key Findings

Community Focus Groups

Focus groups are defined as a technique that uses in-depth group interviews where the subjects of interest concentrate around a particular topic (Thomas, MacMillian, McColl, Hale, & Bond, 1995). While they are not necessarily representative of a population as a whole, focus group participants are selected because of their expertise around a particular subject (Thomas et al., 1995). During the focus groups, researchers utilized the group feedback analysis method (Heller, 1969). Group feedback analysis begins with a survey question that participants respond to anonymously and after the surveys are completed, the results of the surveys are revealed and discussions are facilitated around the results. One component in identifying the community's views of BWCs includes a focus group question that was incorporated into a pre-existing study.⁵ For the focus group, one BWC-related item was presented: "The use of BWC cameras is good for the relationship between the police and the community." The focus group participants could respond with: "strongly agree," "agree," "disagree," and "strongly disagree." The survey item was presented to five different classifications of focus group participants: *community groups*, *neighborhood groups*, *police-citizen groups*, *youth groups*, and *reentry groups*. Across all five categories, 92.1% of the total participants agreed or strongly agreed that the use of BWCs are good for police-community relationships.

Discussions were held after displaying the results of the BWC survey item. Researchers identified three subject matters that were discussed pertaining to BWCs: *enhancements in accountability and transparency*, *concerns regarding footage manipulation*, and *limitations in BWCs' ability to improve police-community relationships*.

The focus group participants believed that BWCs could serve as a behavioral modification too for police and citizens due to increased accountability. Focus group attendees believed that BWCs would positively influence police-community interactions, creating more respectful interactions between the two parties. Additionally, the community felt that disseminating BWC videos could serve as a means to increase police transparency, which in turn predicts an increase in trust between the police and the community.

Focus group participants also expressed concerns in regards to footage manipulation, which included video editing, mishandling footage resulting in the footage being "lost," and possible disabling of the BWC during tense incidents. Due to these concerns, focus group

⁵ For more information on the CPSI's Community Views Project, see: <https://www.rit.edu/cla/criminaljustice/cpsi/work/bydate>

attendees suggested that an agency independent from law enforcement should be responsible for the management of BWC data.

Lastly, focus group attendees stated that even if BWCs were used correctly and with high standards, they are not a cure-all for improving police-community relationships. The participants believed that while BWCs may help police-community relationships initially, the benefits that BWCs are presumed to bring to police-community interactions will become acclimated to by officers and community members over time.

Presentation Dialogue

In order to introduce the idea of BWCs to the public, the RPD hosted four community presentations in the summer and fall of 2016.⁶ The content of the presentations detailed a variety of aspects pertaining to BWCs, which included the intended impact of BWCs, an update on the implementation of BWCs, a description of the operational and technical functions of the BWC, BWC assignment, and BWC recording and storage policies. To conclude the presentations, the attendees and sworn personnel of the BWC program had discussions in regards to the implementation of BWCs. Researchers attended and observed the community presentations and documented the dialogue from the discussions. Below are the themes of the dialogue from the meetings based on subject matter.

The primary BWC topics that researchers observed were: *dissemination of information, camera attachment, camera failure, program costs, and the BWC recording policy*. First, attendees expressed interest regarding the dissemination of information regarding the BWC implementation in the form of quarterly reports. In response, an RPD representative stated that updates would be delivered to the public six months after implementation, contingent on the approval of the Mayor and/or the Chief of the RPD.⁷

During the presentations, attendees were able to examine the BWCs. Attendees expressed concerns that the attachment of the BWC may be inadequate, stating that additional support such as Velcro straps may be necessary. The RPD personnel acknowledged these concerns and stated that Velcro, while a good idea, may also be vulnerable to camera detachment.

Attendees inquired about the procedures that would be taken to gather footage in case of BWC failure. The RPD personnel explained that they had collaborated with the BWC provider to address technical problems as they had arisen. Additionally, the presenter stated that while

⁶ For further details, see: <http://www.cityofrochester.gov/article.aspx?id=8589967628>

⁷ For a detailed history of BWC efforts on behalf of the City of Rochester and the RPD, see: <http://www.cityofrochester.gov/RPDBodyWornCamera/>

possible, retrieving footage from broken BWCs would be difficult.

Program costs related to the storage of footage was also a major concern expressed by attendees. The attendees inquired as to whether funding would need to be increased in the case that footage would need to be backed up. In response, RPD officials stated that they were unable to predict the cost of storage at the time, and further research would be required to ultimately make such predictions.

Lastly, attendees and RPD personnel discussed officer discretion in turning BWCs on and off as it relates to the recording policy. The attendees stated that they preferred officers to have limited discretion in decisions related to turning on and off their cameras. In response, the RPD assured presentation attendees that the recording policy was strict in comparison to other police departments.⁸ Researchers verified the validity of these claims.

Community Surveys—Trust, Information, Programs, and Services (TIPS)⁹

The third and final mechanism used to identify community perceptions and expectations of BWCs is an ongoing door-to-door survey collected periodically to gather information from community members in various police beats. These surveys are collected in preselected neighborhoods hosting TIPS initiatives, an event that aims to strengthen police-community relations while connecting participants with various service providers and local agencies. During the summer of 2016, the TIPS initiative was held at Norton Village Rec Center and Edgerton Park in the City of Rochester. TIPS initiatives are police-community engagement events that are held periodically in Rochester neighborhoods throughout the summer. Researchers surveyed approximately 27 selected street segments within the boundaries of the establishments on various topics, including BWC awareness and perceptions of its usage.

The first BWC-related item on the survey was: “Before today, I knew that the RPD is using BWCs.” The level of awareness between Norton Village respondents and Edgerton Park respondents were similar, reporting 70.5% and 66.4%, respectively. Researchers then asked residents about their beliefs as to whether “BWCs will improve their community’s relationship with the RPD.” To this question, 93.5% of the Norton Village respondents either strongly agree or agree, while 79.4% of the Edgerton Park respondents agreed or strongly agreed. The last survey item asked respondents whether they agreed or disagreed with the statement “BWCs will be used fairly and impartially by the RPD.” The Norton Village respondents largely agreed with this statement (89.5%), as did the Edgerton Park respondents (81.9%).

⁸ To see other model policies, see: <http://www.cityofrochester.gov/article.aspx?id=8589967630>

⁹ For additional information on Project T.I.P.S, see: <https://www.campgooddays.org/programs-project-tips>

However, limitations should be acknowledged due to the methodology of the TIPS surveys. Due to the nature of TIPS surveys in that they are door-to-door surveys during periods of time where working-class populations are not present to be surveyed, these results are not generalizable to the population at large.

Conclusion

Utilizing focus groups, community presentation dialogue, and surveys allowed for a diverse collection of information pertaining to community perceptions of BWCs. Utilizing a mixed-methods approach couples quantitative data collection that can be coded and scored, with qualitative data, which enables a deeper and more nuanced understanding of the quantitative data collected.

TIPS surveys are anticipated to be repeated in following summers. As BWCs are deployed, the perceptions held by the public may change over time, and could be monitored by the TIPS survey. As the impact of BWCs on police-community relations, transparency, and accountability develop, further questions could be added to expand future research. Furthermore, TIPS surveys are often conducted within different areas of the City of Rochester. These areas are characterized by different socioeconomic backgrounds, community sentiments, and police obligations resulting in differences in BWC impact. Therefore, future TIPS initiatives could be utilized to monitor the impact on different sections of the city.

Future efforts will be made in order to survey the RPD officers' perceptions and expectations of BWCs. The RPD officer surveys will include items in regards to BWC efficacy, efficiency, impact on policing processes, impact on safety, and impact on police-civilian interactions, among other subject matters. Additionally, subsequent reports will compare officer perceptions of BWCs before-and-after implementation.

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**Appendix IVb: Police & Community Perceptions of BWCs before
Implementation: Full Report
2/28/17**



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Abstract

Rochester Institute of Technology was tasked with providing an evaluation of the Rochester Police Department's implementation of body-worn cameras (BWC). As part of this evaluation, quantitative and qualitative data was gathered in order to assess police and community perceptions prior to BWC implementation. Mechanisms utilized to gather data in this report were: focus groups, community surveys, police surveys, and dialogue from community presentations. The goals of this report are to identify shared themes within the results of the multidimensional analysis of the perceptions held by the Rochester community and patrol officers prior to BWC camera implementation.

Keywords: body-worn cameras, body-worn camera perceptions, community, police

Introduction

In December of 2014, President Barack Obama issued an executive order to appoint an 11-member task force to facilitate restoration of police-community relations as resulting from the current policing climate (President’s Task Force, 2015). Consequently, this task force made 59 recommendations and 92 action items were made towards the community, law enforcement, and local government. These recommendations were constructed under six “pillars” that serve as the individual topics to be addressed as a result of the President’s Task Force on 21st Century Policing. These six pillars are: building trust and legitimacy, policy and oversight, technology and social media, community policing and crime reduction, training and education, and officer wellness and safety.

Within the technology and social media pillar, BWC are referenced as a technology to be utilized for implementation. The expectation of BWC implementation is improved police-community relations, resulting from increased transparency and accountability. This report explores those expectations from the perspective of police and the community in Rochester, NY prior to the implementation of BWC in 2016.

Methodology

This evaluation employs a mixed-method design, utilizing multiple sources for collecting qualitative and quantitative data to answer questions about police and community perceptions of BWC. Using a combination of methods and sources allows researchers to collect a more comprehensive set of data and to triangulate these sources to answer research questions. The methods utilized by this study include: community surveys, police officer surveys, focus groups, and an analysis of presentation dialogues. Researchers at the Center for Public Safety Initiatives (CPSI) attended a variety of meetings, trainings, and presentations, in addition to focus groups, community dialogues, and collected community and officer surveys. For additional information of engagement by CPSI researchers, reference Appendix A. Subsequent sections within the methodology component of this report detail the specific procedures utilized within our mixed-methods design.

Community BWC Perceptions

Prior to describing the tasks and procedures involved in the methods of this study, it is important to highlight the importance of obtaining data on the perceptions of BWC pre-implementation. The anticipated result of BWC implementation is improved police-community relations, public trust, accountability, and transparency (President's Taskforce, 2015). In order to measure this anticipated effect, the data collection process is two-fold, measuring the perceived effect of BWC pre-implementation by the community, and by the police officers. The current national trends of community support for BWC have been remarkably encouraging. According to a Pew Research Poll, approximately 93% of citizens favor the use of BWC by police (Mitchell, 2017). Additionally, recent polls indicate that more than half of the public believe that BWC will encourage cooperation between the police and the public (Mitchell, 2017). Thus gauging local support or resistance for the BWC initiative as well as strands of community apprehension is an essential part of the current evaluation and the motivation for collecting data regarding community views, attitudes, and concerns. To that end three research studies are outlined below that aim to answer the key questions regarding beliefs about the BWC impact on the police-community relations.

First, focus groups were used to identify citizen perceptions of BWC implementation through discussions centering on the results of a single survey question asked on the efficacy of BWC improving police community relations. These discussions identify potential limiting factors of BWC on improving police community relations.

Second, researchers attended four community presentations and collected information regarding initial perceptions, questions, and concerns related to BWC implementation. Community presentations were informal by nature and were attended by the public. Unique to community presentations, BWC project officials from RPD were present to engage the community based on their initial observations of BWC. The community presentations yielded information regarding initial concerns of the public regarding BWC including: policy, technology, associated costs, and technical aspects related to the camera.

Third, researchers facilitated community surveys involving items tapping views of BWC. This method allowed us to acquire BWC perceptions from the wider public, such as those who haven't attended community presentations or focus groups. Furthermore, these surveys were

conducted in different geographic locations, and allow us to collect data from citizens in different parts of Rochester. These surveys allowed researchers to gauge the awareness of BWC usage, perceptions of BWC effect on police-community relations, and perceptions on BWC usage.

BWC Camera Focus Groups

The first component exploring questions relevant to the BWC implementation incorporated a question related to citizens' perceptions of the BWC into a pre-existing study utilizing focus groups. This study conducted a series of focus groups where individuals shared their opinions while making recommendations to potentially improve the community's relationship with local justice system. These focus groups were assembled diverse groups around common backgrounds or interests. Put differently, focus groups can be classified based on each focus-group members' background and/or interest: community member representatives, citizens who are interested in police-citizen interactions, youth, neighborhood organization members, and reentry individuals.

This project's primary goal is to track the Rochester community's perceptions of the justice system, especially in regards to police-community relations. The study is focused around four categories: interaction with the police, community concerns, trust/respect/fairness, and BWC cameras (BWC). Reports include groups' opinions and provide recommendations that can potentially improve relationships with the local criminal justice system.

All focus groups were conducted and analyzed based on group feedback analysis method, a multidimensional approach to attitudinal measurement in small groups (Heller, 1969). Researchers/facilitators presented the focus group members with survey questions and allowed members to finish answering the questions. Researchers then revealed the group survey responses anonymously to focus group members. A discussion was then held by facilitators to ask members to explain their responses to ensure thorough qualitative data collection.

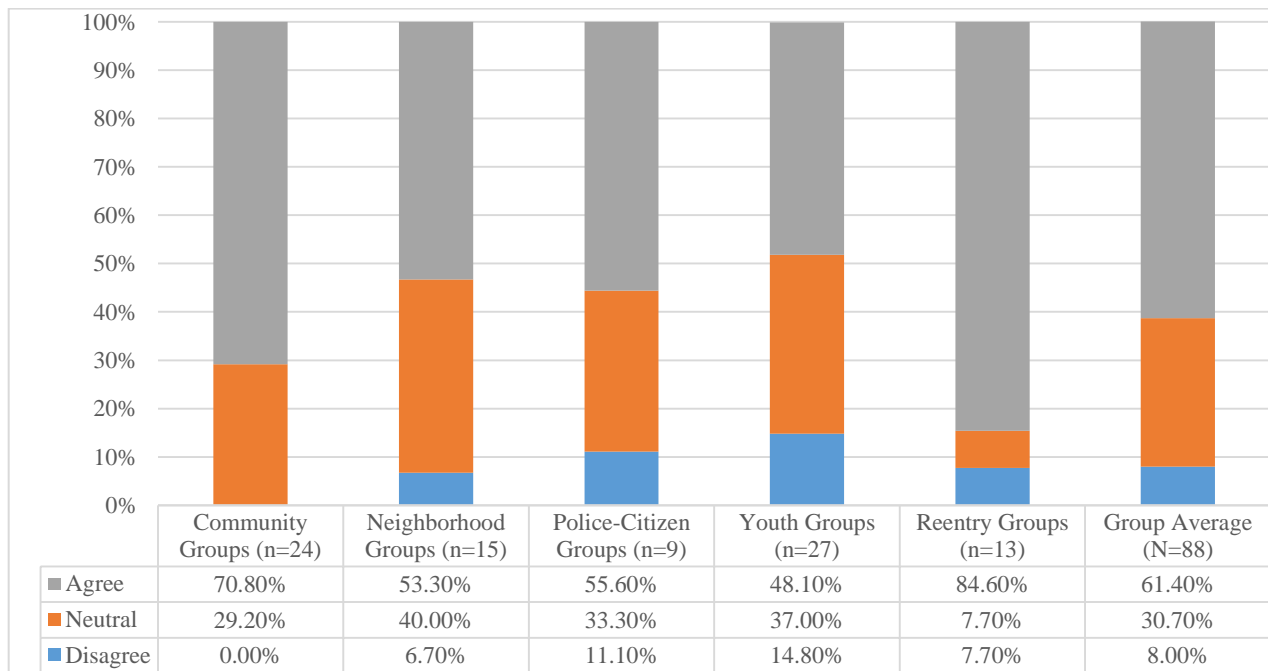
BWC Camera Focus Groups--Results

The BWC's survey item is as follows: "The use of BWC cameras is good for the relationship between police and this community" (see Figure 1). Focus group participants were able to respond to the statement with: "strongly agree," "agree," "disagree," and "strongly disagree." In

Figure 1, responses of strongly agree and agree were coded into “agree,” and responses of disagreeing and strongly disagreeing were coded into “disagree.” Participants in the focus groups utilized Turning Point clicker technology to anonymously respond to survey questions.

Amongst the five different categories of focus group participants surveyed on the BWC’s impact on police-community relations, more than half (61.4%) agreed that the BWC would be good for the relationship between RPD and the community. Approximately one third of respondents were neutral (30.7%), and 8% disagreed with the statement. Of all the focus groups surveyed, reentry group members agreed the most (84.6%) with this survey item, while youth group members were the least agree (48.1%). Due to the small sample size (N=88) and the aggregations around common backgrounds and interests, these results may not accurately represent the general Rochester community. But the findings are consistent with contemporary national polling that shows very strong community support for BWC and expectations of improved police-community relations (Mitchell, 2017).

Figure 1: “The Use of BWC Camera’s is Good for the Relationship between Police and the Community “(N=88)



BWC Camera Focus Group Discussion

Perceptions of the BWC camera's potential effect on police-community relations amongst the focus group participants varied. The mixed responses to the BWC survey item led to a robust discussion between participants. The discussion held by focus group participants can be divided into the following aspects: Whether the BWC project could improve police accountability and transparency, policies needed to prevent BWC footage manipulation, and whether BWC could serve as a panacea for improving police-community relations.

Across different focus groups, participants generally agreed that the BWC has the potential to increase accountability and improve transparency between police and the community. Participants showed understanding that police officers conduct themselves with the community's best interests in mind, and overall, expressed hopefulness and positivity that the BWC would enhance police-community relations. Participants believed that the cameras could serve as a behavior modification tool for both officers and individuals in the community, resulting in improved interactions between the two parties. Furthermore, focus group attendees believed that more transparency in the BWC footage dissemination process could increase trust between police and the community.

Additionally, focus group participants expressed their interest in the policy aspect of BWC. Some participants expressed concern about officer discretion in enabling or disabling camera recording. Participants also would like to know the time that the BWC is supposed to be activated prior to responding to a call for service.

General concerns regarding the implementation of the BWC revolved around BWC footage manipulation. Participants voice concerns about the following manipulations: deletion of footage in incidents by means of video editing, mishandling of footage resulting in "lost" documentation, and disabling of BWC recording capabilities during incidents. Respondents generally agreed that the BWC can only increase accountability if the footage is without tampering. Due to concerns regarding tampering or mishandling BWC footage, participants felt that an agency independent of RPD should be responsible for investigating footage that is used as evidence in cases.

In the case that BWC recording procedures are used correctly and are held to high standards, focus group participants stated that the BWC is still not a panacea to improving police-

community relationships. Participants stated that the BWC are a tool that could potentially improve police-community relationships, but the behavioral changes resulting from the cameras could subside over time as officers and community members become acclimated.

In conclusion, the focus group offers first, a confirmation that there is support among a wide variety of RPD's community constituents, pre-implementation, for the thesis that BWC will improve relations. Importantly this is tempered with concerns for how video footage will be released (an organizational level procedure) and collected (officer discretion). Overall optimism that the BWC will be a net positive is quite consistent across the focus groups.

BWC Camera Community Presentations and Dialogue

As Rochester's Police Department (RPD) proceeded with the implementation of BWC community presentations were conducted by the department in order to engage the public on BWC. Resulting from these presentations, we were able to acquire the initial concerns regarding BWC implementation from the public.

Center for Public Safety Initiatives (CPSI) researchers attended four community presentations hosted by RPD. Researchers observed presentations, and took notes on the session as well the questions posed by community members. Of the four community informational sessions attended, two were held in the summer, and two were held in the fall of 2016.

On June 22, 2016, the first community presentation was organized in Clinton Section where three community members were in attendance. The second community presentation, with nine community members in attendance, took place at Central Section's Police Citizens Interactive Committee (PCIC) meeting on July 20, 2016. The two community presentations held in the fall of 2016 were conducted in Lake Section on November 2, 2016, and November 4, 2016. The November 2nd presentation had 13 attendees and the November 4th presentation had 14 attendees.

The community presentations were delivered by utilizing a six-page Power Point spread detailing many of the aspects of the BWC cameras. These presentations were administered by the sworn personnel assigned to the BWC program. The purpose of the presentation was to detail a variety of aspects, including: the intended impact of BWC on the RPD, deliver an update of the implementation of the BWC, describe technological features of the BWC, discuss camera assignment, and detail policy related to camera storage and recording. The presentation that was

delivered was updated over time to reflect iterative changes in policy and implementation of the BWC.

Community Presentations and Dialogue--Results

Concluding the informational sessions, questions and comments were expressed by attendees about aspects of BWC. Our intended purpose of attending these community presentations were to collect initial public questions and concerns of BWC implementation, and the RPD's response to the questions and concerns presented by the community.

Community members expressed interest in regards to the dissemination of information pertaining to the progress of BWC implementation, in the form of quarterly reports. The RPD representative explained that RPD may present updates to the community six months after the BWC has finished being deployed, dependent upon the approval of the Mayor or the Chief.

Community members also communicated concerns pertaining to the camera's attachment mechanism, stating that it may be inadequate. These concerns were amplified by recent circumstances in the media where body-cameras could potentially fall off during critical incidents (Frumin, 2016). During one of the presentations, some community members suggested that the camera might be more effectively supported with an additional attachment apparatus. The RPD presenter explained that the camera is not very secure and that some alternatives, such as Velcro straps, are also problematic.

In addition to physical malfunctions involved in camera attachment, the community also inquired about technical aspects of BWC operation. These questions inquired by presentation attendees concentrated around the subject matter of camera failure, such as the likelihood of the cameras breaking and if footage may be retrieved in the occurrence of camera failure. The presenting officer explained that RPD has had problems with the cameras malfunctioning and explained that they have worked with the BWC provider in order to address technical problems as they appear. They also explained that in the event of camera failure, the process of retrieving footage would be difficult, but possible.

Civilians attending the presentation also expressed apprehension in regards to BWC program costs resulting from the storage of footage. One attendee inquired as to whether funding would need to be increased in the case that footage may need to be backed up. The

presenter explained that they were unable to predict how much storage would ultimately cost and that they would need to study the amount of footage stored after the BWC has been fully deployed.

Furthermore, presentation attendees articulated interested around the perceptions police officers may hold about the BWC, as well as the ability to adjust to the new technology. RPD responded to these inquiries by stating that many officers dislike the current police-community relations climate, but are resistant to change. The RPD presenter went on to explain how officers tended to be initially skeptical of the BWC, but generally come to value and appreciate it after personally working with a camera.

Lastly, presentation attendees concentrated on the topic of BWC recording policy. Recording policy inquiries were directed at officer discretion in enabling or disabling the BWC video documentation. Attendees believed that officer discretion should be minimized and, in response, RPD assured that the policy around disabling BWC documentation was strict in comparison to other departments.

In summary, the dialogues, with their open ended nature and possibility for directly engaging police regarding BWC focused primarily on technical concerns such as storage, cost, and durability. This is a surprising divergence from the focus groups and again may not be representative of the city as a whole since these were are a sample of citizens motivated to attend the community meeting on BWC.

Community Surveys – TIPS (Trust, Information, Programs, and Services)

The third and final mechanism used to gauge community receptivity of the BWC is an ongoing door-to-door survey collected periodically to gather information from community members in various police beats. On July 28th and August 25th of 2016, the Project TIPS (Trust, Information, Programs, and Services) initiative was held at the Norton Village Rec Center and Edgerton Park in City of Rochester. The primary purpose of the TIPS initiative is to improve police-community relations, rebuild trust, and to improve information sharing in selected neighborhoods. During a TIPS event, representatives from different local services, community agencies, and law enforcement agencies come to help the community connect with different services they need. The Center for Public Safety Initiatives (CPSI) developed a survey focusing on community views of neighborhood safety and law enforcement, and

administered the surveys to residents who live near each TIPS site with the help of volunteers and/or law enforcement.

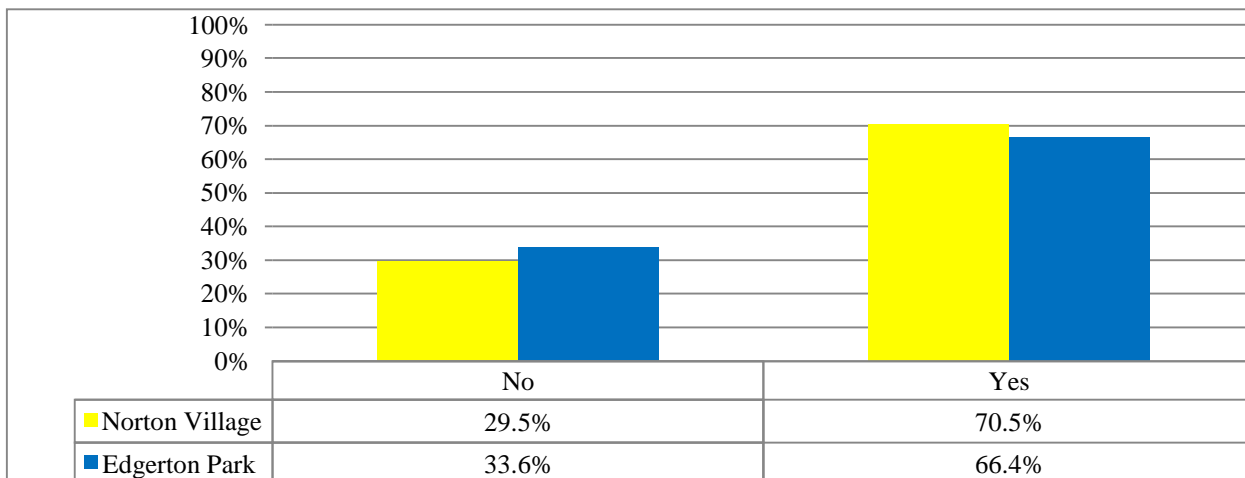
Researchers in CPSI selected approximately twenty-seven different street segments surrounding the Norton Village Rec Center and Edgerton Park. TIPS surveys standard questions include: demographics, perceptions of police practices, perceptions of social cohesion, and feelings of safety. For these two TIPS events, we added additional questions regarding awareness of BWC implementation by RPD, and the perceptions of BWC usage.

Groups of two to three individuals consisting of volunteers, law enforcement, and CPSI researchers administered door-to-door surveys at assigned street segments. Volunteers assisting in conducting surveys were instructed on survey procedure to ensure consistency and quality of the results. It should be stated that although researchers randomly assigned groups to pre-planned street segments, our samples of residents who took the survey were not a result of a random selection. Therefore, the results from this study cannot be generalized to the population at large.

TIPS (Trust, Information, Programs, Services) Community Surveys--Results

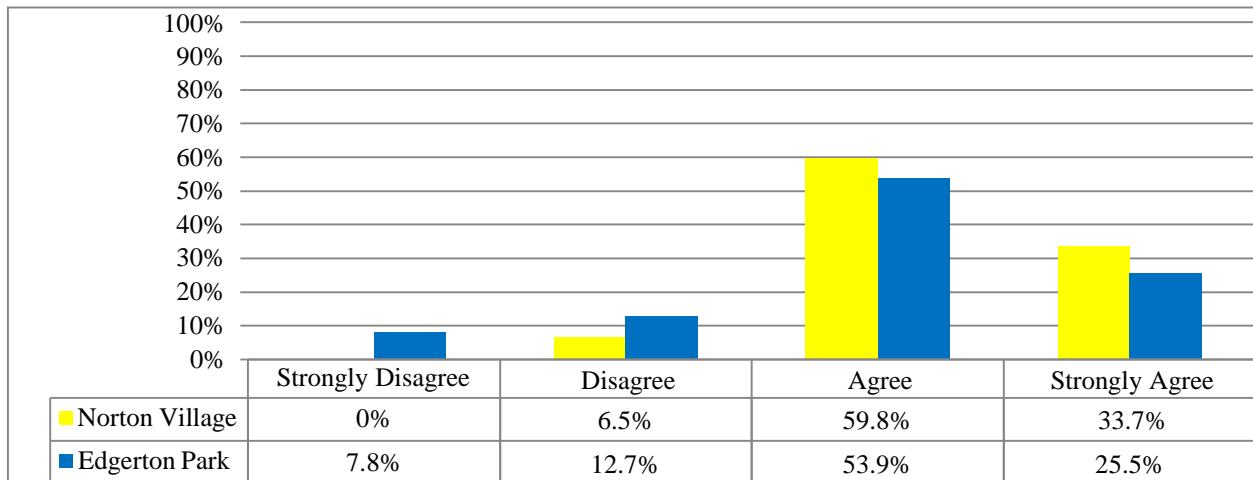
The survey was modified in these to administrations to accommodate a series of questions about BWC. The first item on the modified TIPS survey pertains to residents’ awareness of BWC camera usage. The item was stated thusly: “Before today, I knew that the RPD is using BWC cameras.” Most of the Norton Village respondents were aware of RPD’s usage of BWC cameras (70.5%), and the Edgerton Park respondents’ (66.4% - See Figure 2) level of awareness of the BWC is similar. Survey responses from Norton Village and Edgerton Park show no substantial differences.

Figure 2- Norton Village Respondents’ (N=105) and Edgerton Park Respondents’ (N=107)



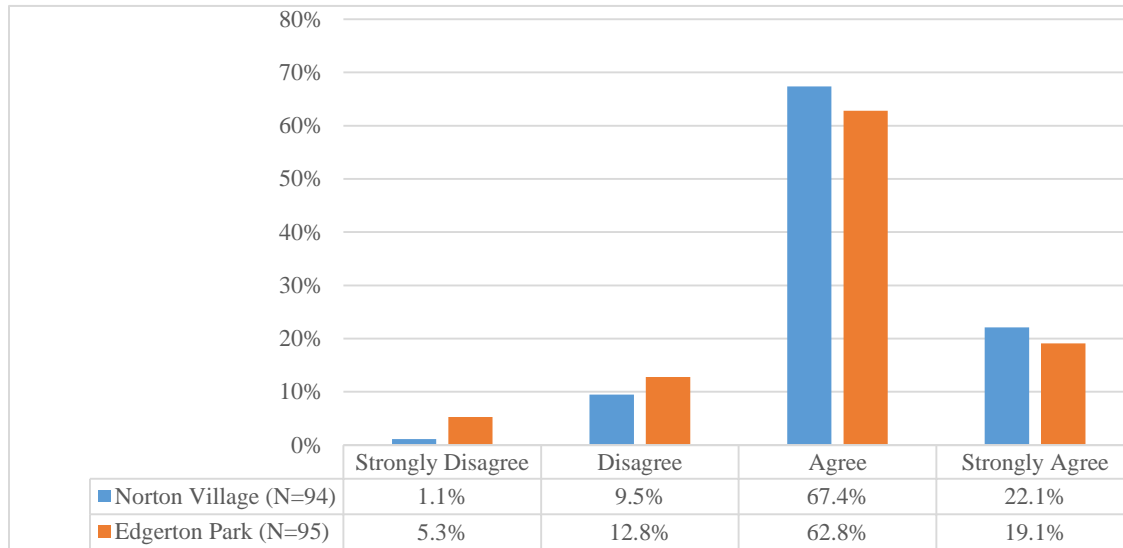
We then asked residents about their belief of whether “BWC cameras will improve their community’s relationship with RPD.” Survey respondents in Norton Village both agreed and strongly agreed with this statement overall (93.5%), as did Edgerton Park survey respondents (79.4% - See Figure 3). Edgerton Park survey respondents agreed less with this question in comparison to Norton Village respondents.

Figure 3- Norton Village Respondents’ (N=92) and Edgerton Park Respondents’ (N=102) Perception of BWC Cameras Improving Police-Community Relationships



We surveyed respondents on whether they agreed or disagreed with the statement that “BWC cameras will be used fairly and impartially by RPD.” Norton Village respondents largely agreed with this statement (89.5%) as did Edgerton Park respondents (81.9% - See Figure 4). Survey responses from Norton Village and Edgerton Park exhibit no substantial differences from each other.

Figure 4- Norton Village Respondents' (N=95) and Edgerton Park Respondents' (N=94) Perception of BWC Cameras and Footage Being Used Fairly and Impartially by the RPD



Survey responses from the BWC camera portion of the TIPS survey in Norton Village and Edgerton Park show that residents are aware of RPD’s BWC camera usage, demonstrate trust in RPD’s ability to use the camera, and express confidence in the BWC camera’s ability to potentially benefit police-community relationships. Overall, survey responses between the two neighborhoods were generally positive. These findings are consistent with the national trend found by the Pew Research poll.

Police BWC Perceptions

A fourth element of the study of police community perceptions regarding BWC entails exploring line officer expectations. The survey of RPD officers regarding expectation of the BWC impact on community is motivated by the national trend of police-community tensions and untested expectations that cameras will alleviate this tension. Put differently, prior to implementation, it is important to gauge officer expectations for BWC to transform police citizen encounters. The extant research that measures officers’ beliefs about expectations of citizen behavior change appears to be mixed across several studies considered below. For example, the Orlando police department survey of 95 officers indicated ambivalence regarding improvement of citizen behavior due to BWC (Jennings, Fridell, and Lynch, 2015). In contrast the Los Angeles Police Department pre-implementation survey in Mission and Newton divisions indicates that only 22% of officers agreed or strongly agreed that citizens would be more

cooperative and only 34% agree or strongly agree that BWC will improve police-community relations (Uchida and colleagues, 2016).

In summary pre-implementation surveys indicate ambivalent or skeptical attitudes about the effectiveness of BWC in bridging the police-community divide. Below we discuss the police survey conducted in Rochester in this larger context to gauge officer expectations for BWC's impact on police-community relations.

Police Officer Surveys – Qualtrics

After the initial preparation stage, in July 2016, Rochester Police Department (RPD) moved to the BWC camera (BWC) training/testing stage. As part of the evaluation plan, a survey designed to tap officers' perspectives on BWC was administered during each training session. Survey administration and data collection were completed remotely through Qualtrics. The purpose of the Qualtrics BWC survey was to collect quantitative data on officers' general perception about policing, as well as their thoughts on the potential impact of BWC on police-community relations. The six questions selected for this report acquired information pertaining officers' perceptions of potential changes in citizen reactions to the usage of BWC cameras by officers.

Deployment of the BWC cameras was scheduled to begin at separate time frames for the various patrol sections. The schedule for BWC camera deployment in RPD patrol sections can be referenced in Appendix B. As the BWC implementation moved into a new section, officers in this section would receive trainings on BWC general operation and policies. Surveys were delivered by BWC trainer through email after each training session and thus have been administered to 239 officers on a rolling basis since July 2016.

A timestamp specifying the completion date of each survey was used to categorize survey respondents into samples by their patrol section consistent with the training delivery schedule. The results of this research make the simplifying assumptions that only the officers of the section(s) scheduled for BWC training completed the survey at the respective training times and officers answered each item with due consideration. Consequently, these assumptions should be acknowledged as potential limitations of this study.

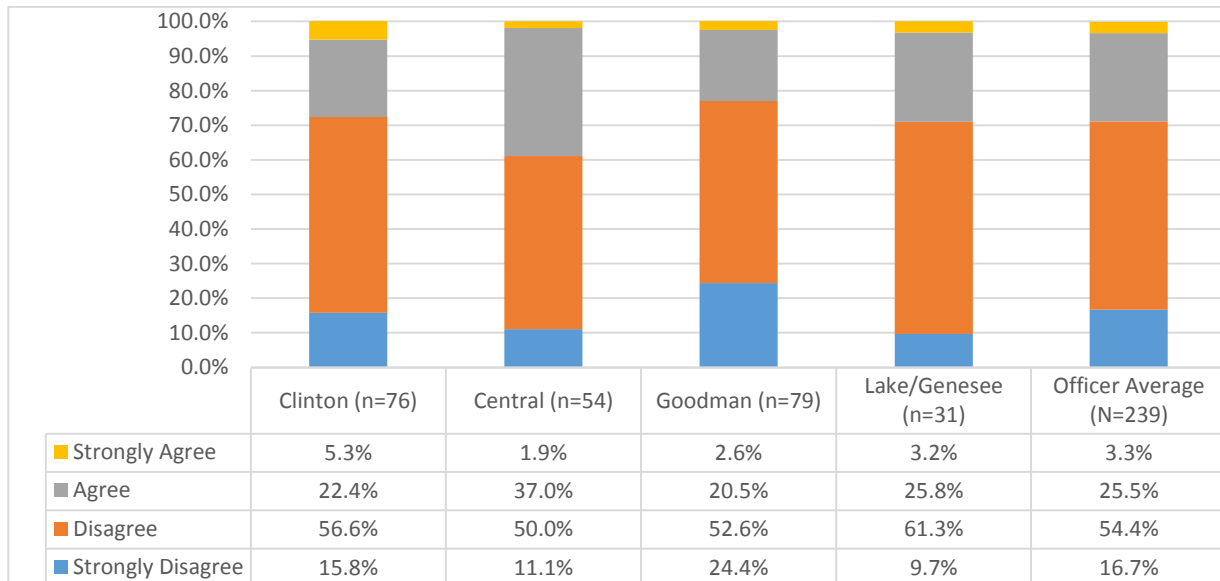
Clinton, Central and Goodman Section completed the training session individually while Genesee Section and Lake Section's training sessions were combined. As a result, researchers need extra identification to differentiate Lake Section results from Genesee Section, and this will

be included in future BWC reports. Accordingly, Lake Section and Genesee Section are temporarily categorized into one sample entitled “Lake & Genesee Section” in this report. Furthermore, it should be mentioned here that the Genesee and Lake Sections have, at the time of the production of this report, only partially completed the training session. As a result, a smaller sample size is used for analysis in comparison to other sections’ relatively larger sample size. The result of this report is limited due to the survey responses currently obtained may not reflect the views of all officers within the Genesee and Lake sections, but once data collection is finalized the separation of the sections and reanalysis of data will be undertaken.

BWC Camera Officer Qualtrics Surveys--Results

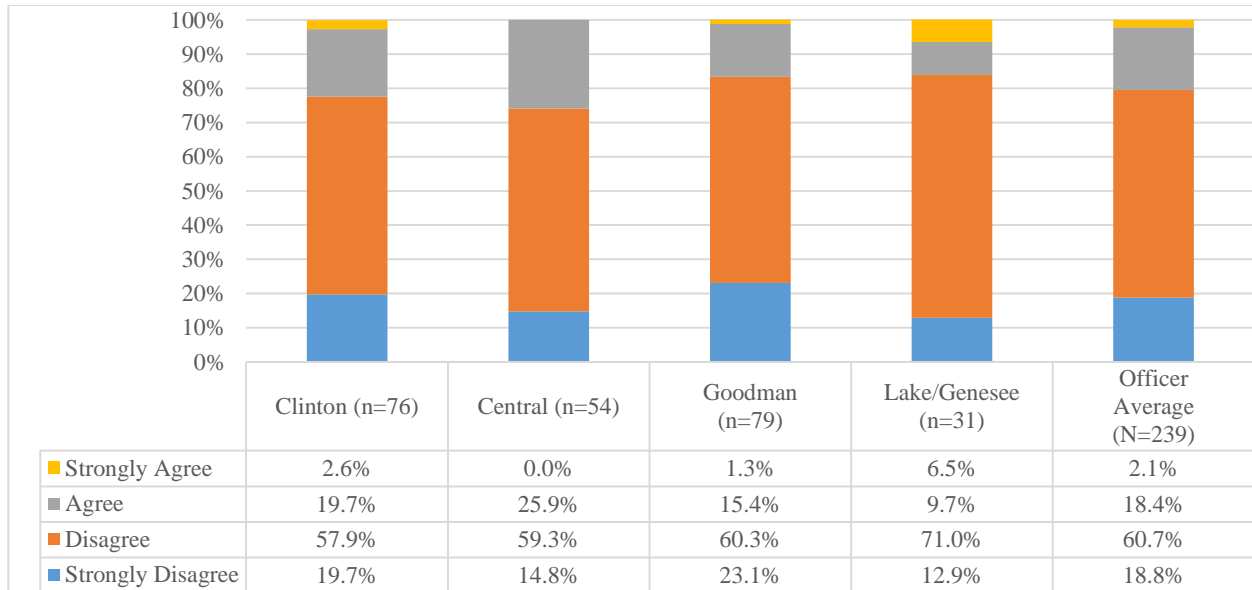
The first survey item is as stated: “Citizens will be more respectful knowing an officer is wearing a BWC camera.” On average, more than two-thirds of respondents disagreed (54.4%) or strongly disagreed (16.7% - See Figure 5) with this statement.

Figure 5: Officer Qualtrics Respondents’ (N=239) Perception That BWC Will Improve Citizen Respectfulness



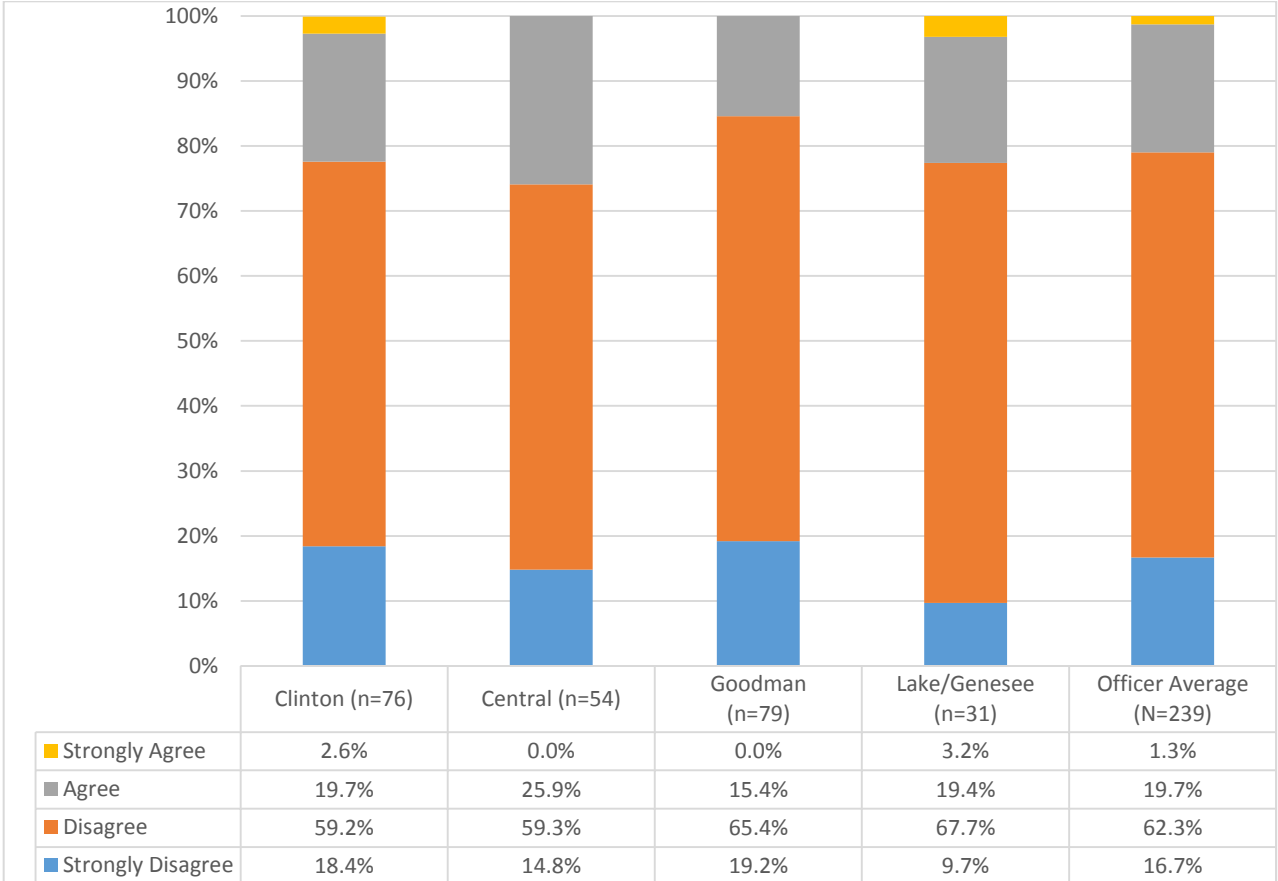
The second survey item is as stated: “Citizens will be more cooperative with an officer wearing a body camera.” On average, more than 3/4 of the surveyed officers disagree (60.7%) with this statement or strongly disagreed with this statement (18.8% - See Figure 6). Similar to the first statement, respondents maintained a negative perspective on the potential impact of BWC on citizen behavior.

Figure 6: Officer Qualtrics Respondents’ (N=239) Perception That BWC Will Improve Citizen Cooperation



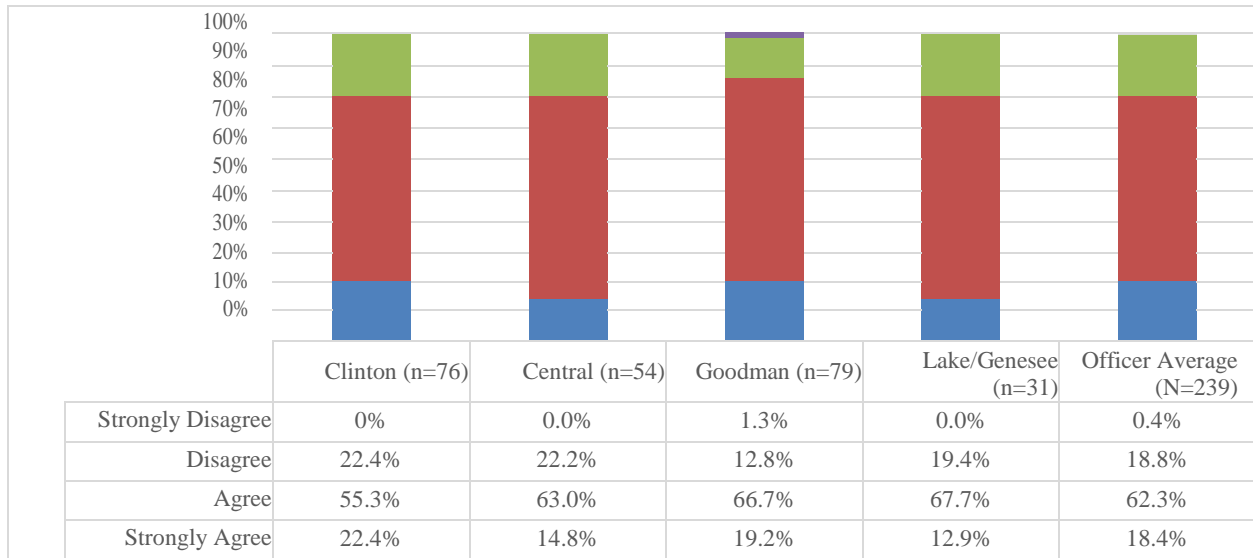
We also asked officers their perception of BWC cameras in regards to improving police-community relationships. The item is as stated: “BWC cameras will improve police-community relationships.” Between all the officers surveyed, more than 3/4 (62.3%) disagreed or strongly disagreed (16.7% - See Figure 7).

Figure 7: Officer Qualtrics Respondents’ (N=239) Perception That BWC Cameras Will Improve Police-Community Relations



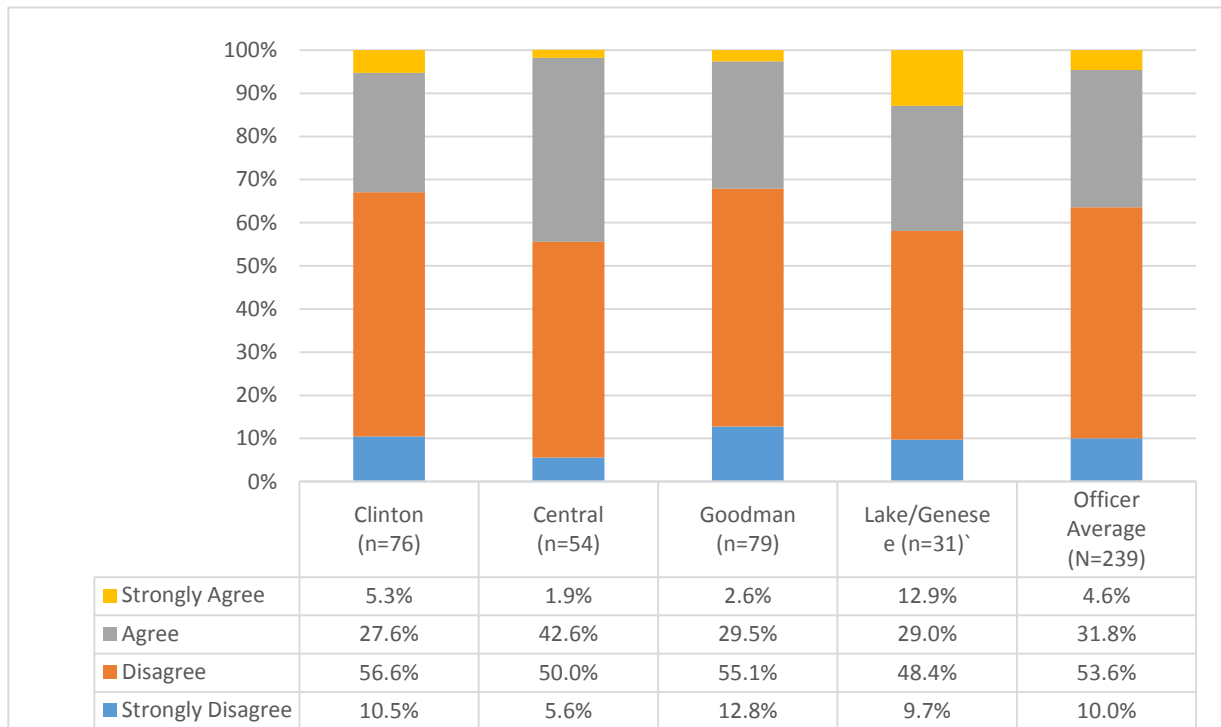
We used another statement to ask officers’ thoughts on BWC’s potential impact on witness cooperation: “Using BWC cameras will deter witnesses from speaking with officers.” As a whole, 80 percent of officers agreed (62.3%) or strongly agreed with this statement (18.4%- See Figure 8). Only one of the officers among all of the sections surveyed strongly disagreed with this statement.

Figure 8: Officer Qualtrics Respondents' (N=239) Perception That BWC Will Deter Witnesses from Speaking with Officers



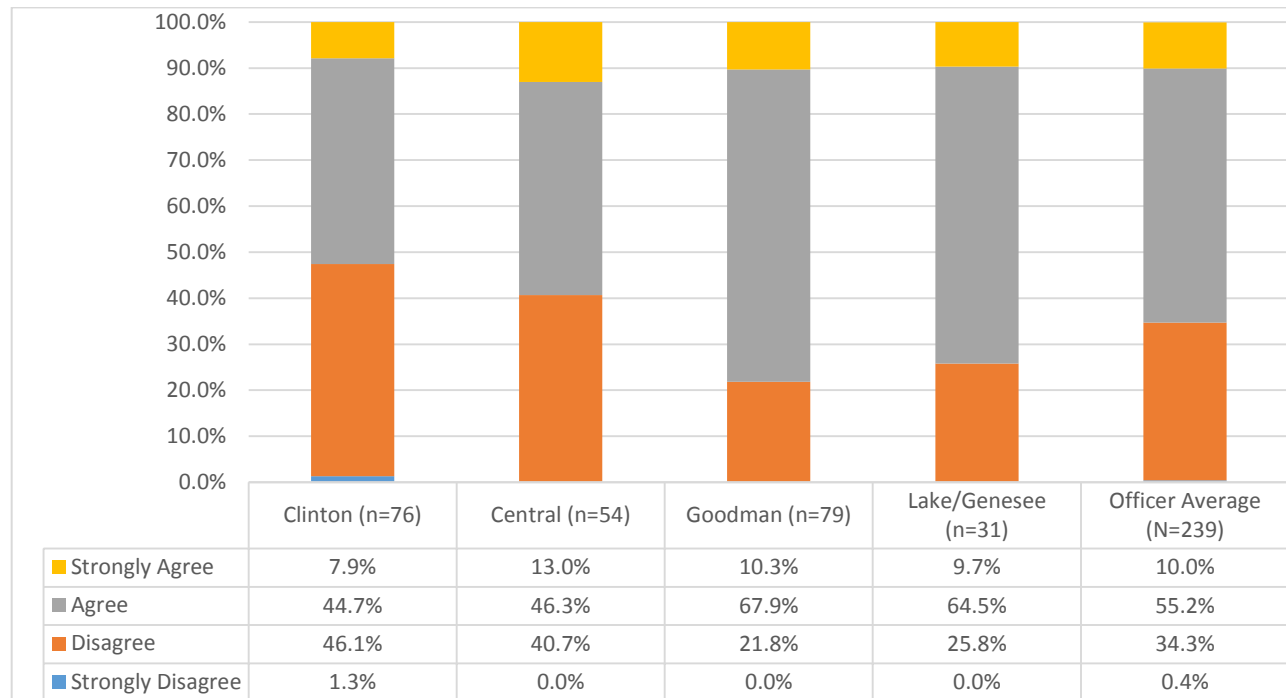
We surveyed officers about their perception of using BWC to defend their actions when facing complaints. The item is as stated: “Citizens will be less likely to file complaints against officers using body worn cameras.” More than half of all officers surveyed disagreed (53.6%), or strongly disagreed (10% - See Figure 5) with this statement.

Figure 9: Officer Qualtrics Respondents' (N=239) Perception That BWC Will Reduce Complaints Filed Against Officers



The last item surveying officers about their perceptions of citizen reactions to police officers' usage of BWC cameras is as stated: "In general, citizens feel that the cameras are an invasion of their privacy." Among all of the officers surveyed in patrol sections, about two-thirds agreed (55.2%) or strongly agreed (10%) with this statement. Nearly half of all the officers surveyed disagreed (34.3%).

Figure 10: Officer Qualtrics Respondents' (N=239) Perception That BWC Will Be Perceived by Citizens as an Invasion of Privacy



Overall, officers between Clinton Section, Central Section, Goodman Section, and Lake & Genesee Sections showed consistency in the way they responded to Qualtrics BWC camera questions. Variance in overall agreement or disagreement was present; however, differences in patrol section responses were not substantial with the exception of one survey item. The statement: “Citizens will be less likely to file complaints against officers using body worn cameras,” was the one item which experienced notable mixed agreement and disagreement across sections. On average, nearly half of officers disagreed or strongly disagreed to the question (63.6%), however, over one third agreed or strongly agreed to the question (36.4%).

In comparison with community surveys, officers appear to be pessimistic about the impact that BWC will have on their work, the relationship with community, and respect and cooperation from citizens. This is consistent with national data (PEW) and with the Orlando and

Los Angeles studies discussed at the outset. Police officers surveyed, pre-implementation, have low expectations for technology serving as solution to human-relations problems in Rochester and that is consistent with two other departments noted above. The importance of collecting pre- implementation is to gauge whether these attitudes change over time and

become more positive as BWC become part of the business process and workflow of the organization and perhaps demonstrate utility for helping officers accomplish work goals.

Discussion and Future Research

Focus groups, surveys, and presentations facilitated by researchers allowed for a diverse collection of information on the perceptions of the BWC. Utilizing a mixed-methods approach in this suite of studies allowed the collection of information that would have been impossible to gather using only a single data collection method. Common and divergent themes and subjects from the data gathered offer important cautions regarding the promise of BWC. These divergent themes in the data, such as the contrast between police and community expectations for BWC in improving the police-community relationship could be regarded as the most important results tapped by the research. This is especially true in light of the ongoing data collection from officers, the community and other sources that will have post-implementation attitudes and outcomes as comparisons to these starting points. Future data collection efforts and the questions that can be answered in a final analysis are explored below.

TIPS surveys are anticipated to be repeated in following summers. As BWC are deployed, the perceptions held by the public have potential to adjust to BWC and could be monitored by the TIPS survey. As the impact of BWC on police-community relations, transparency, and accountability develop, further questions could be added to expand future research. Furthermore, TIPS surveys are often conducted within different quadrants of Rochester. These quadrants are characterized by different socioeconomic backgrounds, community sentiment, and police obligations resulting from these differences. Therefore, future TIPS initiatives could be utilized to monitor the impact on different sections of the city.

In addition, the Qualtrics surveys disseminated to collect initial perceptions of the BWC are scheduled to be repeated. The implementation of BWC could potentially present additional issues or concerns. Likewise, officers could possibly begin to consider the BWC as an irreplaceable accessory in their daily patrol and find that BWC solves a variety of patrol related issues. Therefore, as the utility of BWC unfolds, future Qualtrics results of BWC perceptions post-implementation will be measureable as differences across survey administrations. Of particular interest is whether police and community beliefs about BWC

as a bridging mechanism in that relationship will converge somewhere between their current optimistic and pessimistic anchor points for each group.

Appendix A:

Event	Date	Location	Description
BWC Core Meetings	February 2, 2016- December 6, 2016	RPD	Researchers attend bi-weekly update meetings with the BWC team
Ride-Along	April 2016- May 2016	Clinton Section	Researchers conduct ride-along interviews with officers pre-BWC
RPD BWC Community Presentation	Wednesday, June, 22 nd , 2016	Clinton Section	Researchers attended RPD's community presentation to record questions asked by the community and their reactions to BWC
Train the Trainer	Thursday, July 7 th , 2016	RPD Clinton	Researchers attended super-user training to observe officer's interactions with BWC
RPD BWC Community Presentation	Wednesday, July 20 th , 2016	RPD Central Section	Researchers attended RPD's community presentation to record questions asked by the community and their reactions to BWC
Train the Trainer	Wednesday, August 10 th , 2016	RPD Clinton	Researchers attended super-user training at to observe officer's interactions with BWC
Train the Trainer	Monday, August 15 th , 2016	RPD Clinton	Researchers attended super-user training to observe officer's interactions with BWC
Interview with Investigators	Tuesday, August 16 th , 2016	RIT	Semi-structured conversational interview with investigators on their opinion of BWC
Meeting with Nick Petitti	Friday, September 16 th , 2016	RPD	Meeting to discuss data collection for BWC quantitative data

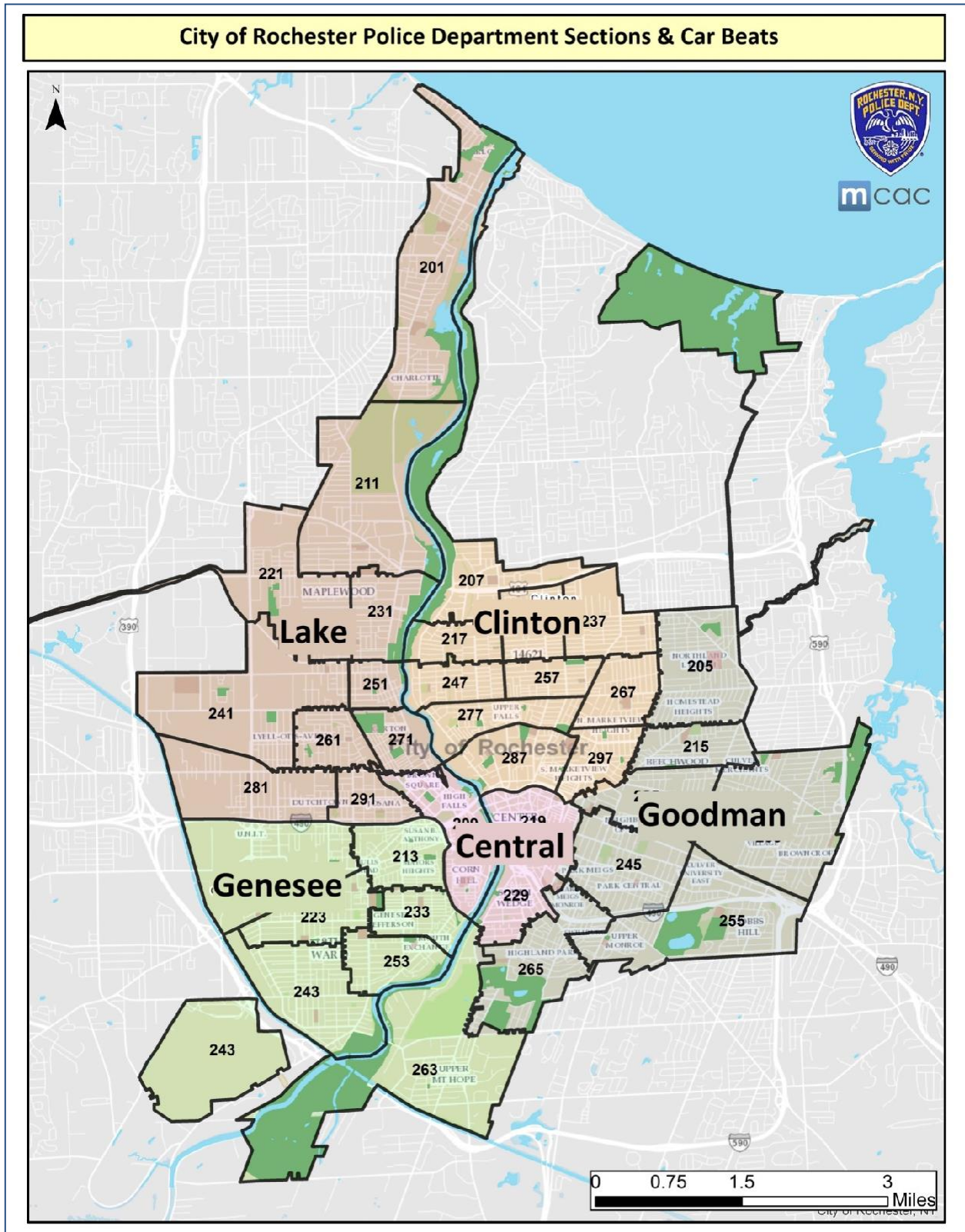
Goodman Section Ride-Along (4*4=16 hours)	October 2016- November 2016	Goodman Section	Researchers conduct ride-along interviews with officers pre-BWC
RPD BWC Community Presentation	Wednesday, November 2 nd , 2016	Aquinas High School, Lake Section	Researchers attended RPD's community presentation to record questions asked by the community and their reactions to BWC
RPD BWC Community Presentation	Friday, November 4 th , 2016	158 Orchard St., Lake Section	Researchers attended RPD's community presentation to record questions asked by the community and their reactions to BWC
Lake Section Ride-Along (9*4=36 hours)	October 2016- November 2016	Lake Section	Researchers conduct ride-along interviews with officers pre-BWC
Genesee Section Ride-Along (4*4=16 hours)	January 2017	Genesee Section	Researchers conduct ride-along interviews with officers pre-BWC

Appendix B:

RPD's BWC Deployment Schedule

Section	Planned Start	Planned Completion
Clinton	07/05/16	10/07/16
Central	10/11/16	11/04/16
Goodman	11/08/16	12/05/16
Lake	12/06/16	1/06/17
Genesee	01/10/17	02/03/17
Special Operations	02/07/16	03/03/17

Appendix C:



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Appendix Va: Clinton Officers' Perception of Body-Worn Cameras in Policing After Implementation: An Executive Summary
8/17/2017



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Executive Summary

- I. On average, most of the Clinton Section officers felt impartial in regards to the implementation of body-worn cameras (BWCs).
- II. Officers reported four major operational and technological issues regarding BWC usage:
 - a. Connectivity issues between BWCs and docking stations
 - b. Inadequate BWC attachment to the officers' uniforms, with reports of cameras detaching from the uniform
 - c. Diminished video and audio quality in low-light situations, or during windy weather
 - d. Issues with the activation button's placement and sensitivity causing accidental camera activation or deactivation
- III. Officers had multiple interpretations of the BWC recording policy.
 - a. Some officers had concerns that the BWC recording policy would conflict with HIPAA laws.
- IV. Concerns with Freedom of Information Laws (FOIL) being used to infringe upon the privacy and safety of civilians and officers.
- V. Officers reported less discretion with the addition of BWCs when used in domestic incidents, resulting in a higher frequency of arrests.
- VI. BWCs have generally gone unnoticed by civilians, but have the potential to decrease information gathered from witnesses because of concerns for privacy.
- VII. Officers described increased professionalism in other officers with the presence of BWCs.
- VIII. Sergeants reported increased workloads in order to assist officers with their BWCs when technological malfunctions occurred.

Report Summary

Introduction

*This report serves as an executive summary of a larger report by both identifying and summarizing the key findings of the larger report herein.*¹⁰ Body Worn Cameras (BWCs) have recently been adopted by police departments nationwide in order to redefine policing, accountability, and transparency. BWCs are argued to encourage constructive encounters between police and community members, enhance police legitimacy, improve evidence collection for arrest and prosecution, and expedite the resolution of internal and external complaints (White, 2014). After receiving broad support from local communities in Rochester, the Rochester City Council invested financial support for BWCs with additional support in the form of a grant from the Bureau of Justice Assistance (BJA). A stipulation of receiving federal assistance from the BJA included an independent evaluation conducted by the Center for Public Safety Initiatives (CPSI). CPSI's evaluation of the Rochester Police Department's (RPD) implementation of BWCs is multi-faceted, including a variety of qualitative and quantitative data to assess the impact of BWCs on policing processes and outcomes. This assessment includes, but is not limited to, changes in crime occurrence, complaints against police, and criminal justice processes (including criminal and internal investigations).

A component of CPSI's evaluative strategy was to include ride-along interviews with RPD officers to collect qualitative data on officers' perceptions and expectations of body-worn cameras. For these interviews, researchers developed a semi-structured interview to collect information that reflects changes in police work after BWC adoption (See Appendix A). The researchers interviewed ten RPD officers from ten beats in Clinton Section in the form of a ride-along (See Appendix B). This report summary focuses on the results of the Clinton Section officer interviews post-implementation of BWCs.

¹⁰ For more information, email: jmkgcj@rit.edu or see www.rit.edu/cpsi

Key Findings

Officers' General Attitudes on BWC Implementation

In general, the attitude towards BWCs amongst the officers of the Clinton Section was neutral. Due to the nationwide trend of BWC implementation in police departments, officers acknowledged that BWCs in the RPD were likely to happen regardless of agency-wide opposition or support. At the time of the ride-along interviews in the Clinton Section, the officers had been using the BWCs for three months on average. Due to the limited experience that officers had with the BWCs, most officers were unable to make conclusive assessments pertaining to their perceptions of them.

Attitudes on BWC Technology

The officers of the Clinton Section frequently noted many problems and frustrations regarding the operational and technological functions of the BWC. Of these issues, the most frequently mentioned were *docking stations*, *uniform attachment*, *footage quality*, and *activation button placement*. The most significant issue to the officers was the connective ability of the docking stations. After recording an incident, officers dock the BWCs inside of their patrol cars to upload the footage. However, officers reported that docking stations frequently had issues connecting to the BWCs and would require several attempts before successfully connecting. In some circumstances, officers were required to return to the headquarters to upload their footage, which could be time consuming.

Officers also stated that they were having issues with the attachment of the BWC to their uniforms. During physical engagements such as foot chases, BWCs would occasionally fall off. Officers viewed this to be quite problematic during incidents involving a physical altercation. Such footage may be necessary to vindicate or justify an officer's actions. Officers further believed that the lack of footage from a dropped or fallen BWC might be viewed as deliberate by a jury during a trial and/or a supervisor when handling an officer's complaint.

The quality of video footage was described as poor in low-light situations. The audio quality during situations with windy weather was also described as problematic. However, in ideal lighting and quieter environments, the audio and video quality of footage was described as exceptional. In one situation, the clarity of the BWC produced a high-resolution video that helped provide context for an officer drawing his firearm in a near use-of-force case.

Lastly, the sensitivity and placement of the BWC activation button was perceived as problematic. The BWC is turned on and off via a button located on the front of the device, and due to its sensitivity, would occasionally depress accidentally. This was viewed as a serious issue in the case of a physical dispute where a camera deactivating could potentially be seen as a deliberate action by an officer.

Perceived Impact on Officer Workload

How officers perceived the added BWC-related responsibilities was closely connected to the aforementioned technological issues. In the absence of technological issues, BWC-related tasks only consumed twenty minutes from a shift on average. However, in the case of docking station issues, the time spent on uploading BWC footage could be substantially increased. Additionally, officers viewed the added responsibility of turning on their BWC as very challenging. Officers feared that they would be subjected to disciplinary measures if they failed to follow this procedure. However, this was described as most problematic in earlier stages of the BWC implementation, and it seemed that most officers had adapted to this procedure at the time of these interviews.

Perceptions of the BWC Recording Policy

Researchers identified differing interpretations of the RPD BWC recording policy. One set of responses indicated that all incidents and interactions were required to be recorded without discretion. A differing set of responses indicated that “A” jobs, as they appear Mobile Data Terminal (MDT), were required to be recorded whereas “B” jobs were up to the officer’s discretion. “A” jobs are described as more serious calls and “B” jobs are considered less serious. One other officer cited the “safe and practical” clause in the RPD recording policy when deciding to record incidents.¹¹

Officers also expressed confusion with how HIPAA laws interact with the BWC recording policy. HIPAA laws deal with doctor-patient confidentiality, and states that conversations between patients and doctors are to be kept confidential (Your Rights Under HIPAA, 2017). As officers often respond to calls in a medical environment, officers expressed concerns that recording in a hospital environment would potentially infringe upon HIPAA laws.

BWCs, FOIL, and Privacy

Officer concerns for privacy were mentioned in conjunction with FOIL laws. FOIL laws

¹¹ To see the RPD’s BWC Recording Policies, see: <http://www.cityofrochester.gov/RPDBodyWornCamera/>

dictate the public's right to gain access to government records, including BWC footage (Open Government, 2017). Most officers believed that citizens could request any BWC footage without restrictions. Officers also believed citizens would be able to access video that could potentially disclose undercover officers' identities, the identities of victims or witnesses, among other types of sensitive circumstances. However, according to the RPD's BWC policy in Section XIII, the FOIL policy includes exemptions from the distribution of videos infringing upon the safety, privacy, or integrity of law enforcement operations.¹

BWCs and Officer Discretion

While most officers did not feel that their discretion had been limited due to BWCs, a few officers identified changes in discretion when dealing with domestic incidents. If footage contains statements in an incident that are considered criminal by law, regardless of factuality, officers stated that they would be mandated to make an arrest. Before BWCs, officers stated that they would spend time mediating the situation and attempt to develop a better understanding of what had occurred before deciding to make an arrest. This was perceived as an issue as officers felt they would have to make arrests on baseless claims versus factual information.

BWCs and Changes in Police-Citizen Encounters

A general consensus amongst officers was that citizens did not notice their BWCs. The officers suggested that civilians who did notice the BWC would in some cases become more cooperative, but generally this was not the case. As police often respond to calls where individuals are emotionally elevated, the presence of a BWC might often be disregarded. In some instances, officers noticed increased hesitation from witnesses in regards to obtaining information, citing privacy concerns. In these situations, officers reported having to turn off their cameras to obtain a statement from these individuals.

Officers stated that regardless of BWCs, they will conduct their patrols in the same manner. However, across the department, officers have noticed an increase in using more professional language since the implementation of BWCs. As a result of this, officers stated that it is possible that BWCs have promoted more respectful interactions.

Clinton Section Sergeants' Experience with BWCs

Researchers interviewed two of the sergeants from the Clinton Section regarding the BWC's impact on their responsibilities. In addition to confirming the aforementioned experiences of patrol officers, the sergeants stated that BWCs have increased their

responsibilities substantially. Due to the BWCs' technical malfunctions, sergeants have had to spend considerably more time assisting patrol officers with their BWCs to ensure they remain in working order. Additionally, sergeants have stated that BWCs have not aided in complaint reduction, as typically complaints are resolved through conversations with the complainant. While the sergeants believed that BWCs could be an asset to policing, one of the sergeants described it as a project where the "benefits are yet to be seen."

Conclusion

The dialogue exchanged between researchers and officers of the Clinton Section were primarily centered on the technological concerns with the BWC implementation. These issues included docking stations, uniform attachment, footage quality, and activation button placement and sensitivity. Generally, officers did not believe that the BWCs significantly added to their patrol responsibilities, except for when issues occurred with their docking stations.

The researchers identified a variety of interpretations of BWC policy, specifically pertaining to the recording policy and FOIL policies. As some officers' concerns were specifically related to these policies, addressing policy misinterpretations may help to alleviate many officers' concerns.

Officers noted that BWCs had a minimal impact on police-civilian interactions, stating that the BWC generally is unnoticed. However, when dealing with witnesses, officers have experienced reductions in information gathered from witnesses, while citing privacy concerns. However, officers have reported observing increased professionalism from their peers in the presence of BWCs, especially as it pertains to the language used during calls-for-service.

The sergeants of the Clinton Section confirmed the experiences of the patrol officers within their section. In specific reference to supervisory responsibilities, the sergeants stated that BWCs have significantly increased their workload due to technological problems experienced. While they regarded BWCs as an asset, the benefits "remain to be seen."

The next step of the CPSI's evaluation includes ride-along interviews in the Genesee Section after BWC implementation. As the Genesee Section and the Clinton Section are distinctive from each other in terms of demographics and policing responsibilities, there is an interest in comparing and contrasting these sections' responses.

References

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Appendix A:
A Framework Interview for Post-Implementation Ride Along

- a. What does a typical work day look like?
 - a. How long have you been a police officer?
 - b. How long have you been patrolling this area?
 - c. How long have you been working on this shift?
 - d. How long have you used a BWC?
 - e. How long do you spend on BWC related work per day (downloading footage, activating the camera)? Have BWC related processes contributed significantly to your workload? If so—has this interfered with patrol operations, and how?
 - f. Have you had to contact your supervisor more since using BWC?
 - g. How has your attitude towards BWC changed since its first deployment? What part of the process was difficult for you to get used to? (Ease of use, downloading and uploading data, camera activation, etc.)
 - h. Did you notice other changes after the BWC deployment?
 2. Do you think BWC has changed the nature of police work?
 - a. Have you experienced changes in the nature of policing with the addition of BWC?
 - i. Do you think BWC made a change on your policing style? Or did you notice that you become more/less proactive because of BWC?
 - ii. When you have your BWC on, do citizens you encounter during calls for service tend to be more compliant/cooperative? Do citizens acknowledge the presence of BWC during interactions?
 - iii. Do you think BWC has affected your discretion? Example: whether or not make an arrest, give a traffic ticket, stop a person, use force, pay more attention to language etc.,
 - iv. Has the BWC presented any privacy concerns for yourself? If yes, could you explain?
 - b. Possible changes in different kinds of encounters or calls due to BWC?
 - v. Family disturbances/domestic disputes?
 - vi. Repeated calls on same individuals?
 - vii. Early investigative activities
 - viii. Dealing with juveniles? (Especially in school settings)
 - i. How has BWC changed the citizens' view of cooperation with police work?
 - i. Do you think there's a change in citizen's trust in police after BWC's deployment? (Justify certain cases?)
 - ii. Have you experienced circumstances where citizens questioned the camera and how the footage is being used or asked you to turn it off?
 - iii. Has the BWC affected police interactions with *witnesses or person with knowledge*? (not general police-citizen interactions) Has the BWC effected the quality of follow up investigative interviews?
 - iv. Has any of your BWC footage been used as evidence in court? Or have you heard of other officers' footage being used as evidence, what kinds of cases are they used for?
- b. Police Perception of BWC (Positive, Neutral, or Negative)
- a. Do you perceive the BWC as an improvement of policing or do you tend to perceive it as a burden in your daily work? Why do you think so?

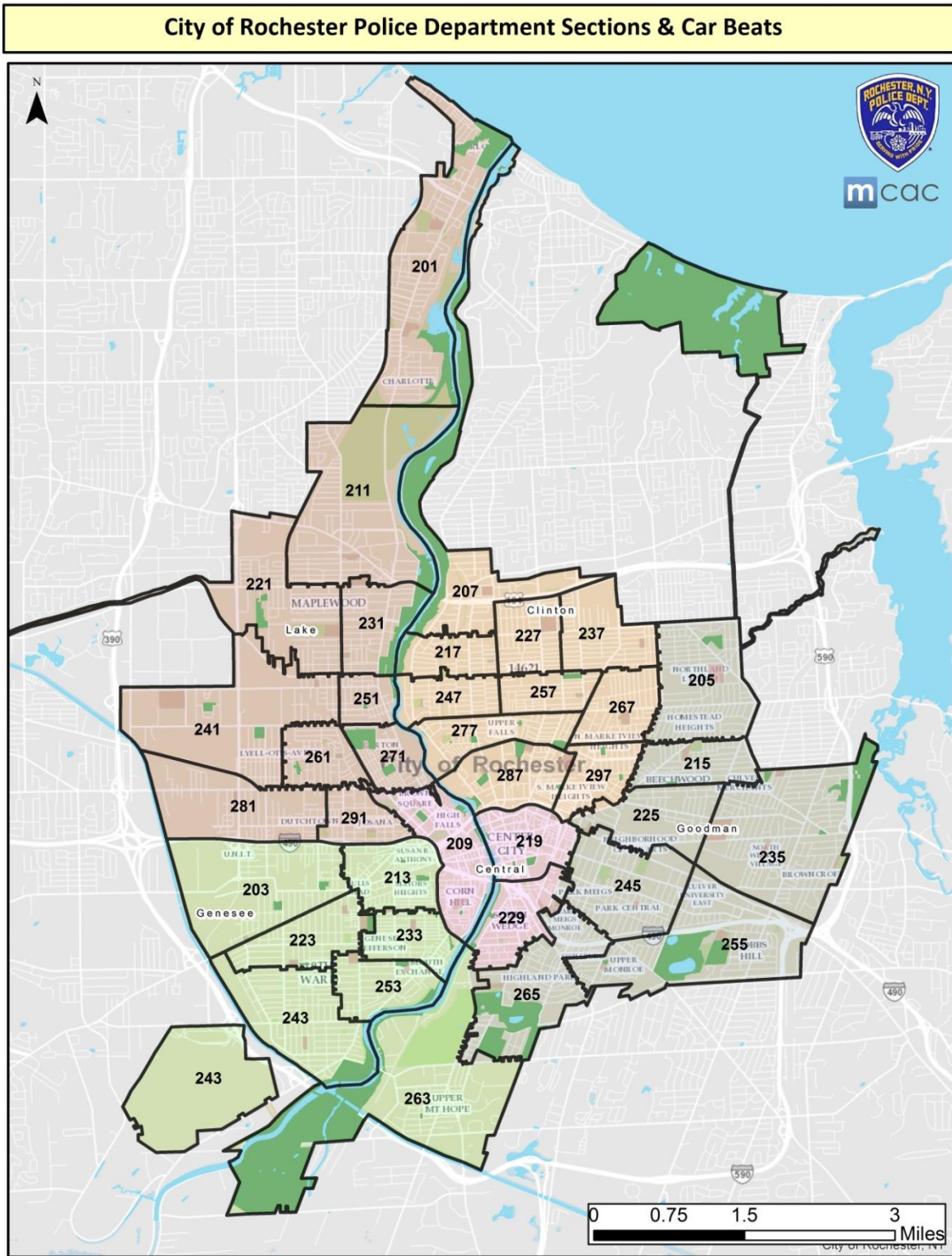
If Burden > Improvement

 - What was the most difficult part with using/implementing the BWC? (Technology? Workload? Discretion? Policy? Privacy Etc.). Can you give an example?

If Improvement > Burden

- In what aspects has BWC improved policing? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example?
- b. Now that you have had the chance to use a BWC, how do you feel about the expanding usage of BWCs nationwide?
- c. Based on your knowledge of RPD's BWC implementation and nation-wide BWC implementation, how do you think RPD's BWC project could have been improved?
- d. Do you think the amount of time and effort you spend on BWC related work affect your role as a police officer?
- e.
- f. Can you give me some examples of circumstances/locations/encounters where the presence of BWC (whether it's on or off) posed a major problem regardless of policy? (e.g., in homes, schools, with minors, in extreme weathers, particular kinds of events/witnesses)
- g. Can you give me some examples of circumstances/locations/encounters where the presence of BWC (whether it's on or off) helped you solve the problem easily?
- h. Is your opinion of body-worn cameras different now in comparison to when they first rolled out?
- i. Are there any shifts or patrol areas that the BWC would provide more utility?

Appendix B:



**Appendix Vb: Clinton Section Officers' Perception of Body-Worn
Cameras in Policing After Implementation: Full Report
7/4/2017**



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Abstract

This mixed-methods study evaluates the impact of body-worn cameras (BWC) on police work, police-citizen encounters, and internal administrative procedures of the Rochester Police Department. To understand and measure the impact of the BWC, researchers use a series of quantitative data including, crime occurrence, complaints against police, and criminal justice processes (criminal and internal investigations) pre and post camera deployment. This ride-along report was designed as a qualitative study for researchers to understand the nature of contemporary police patrol work. The purpose of the ride-alongs was to collect qualitative data on officers' attitudes they have acquired pertaining to body-worn cameras after BWC implementation and how it has impacted the nature of police work. After analyzing the result of each ride-along interview, researchers identified several major themes that were essential in understanding officers' current thoughts related to policing and the initial effects of BWC.

Key words: body-worn camera, ride-along, policing, perception

Research Purpose

The public's expectations for body-worn cameras (BWCs) are extremely high (Mitchell, 2017), and the same may be said of policy makers and police administrators (21st Century Policing Task Force, 2015). Body-worn camera advocates claim that BWCs deliver enhanced law enforcement transparency and legitimacy, improved civilian and officer behavior and interactions, improved evidentiary benefits leading to reduced complaints, and opportunities for police training (White, 2014). However, current research has identified unintended consequences in utilizing body-worn cameras, concerning officer and citizen privacy, as well as harming police relationships with witnesses and victims (Letourneau, 2015). Traditional survey methodologies may not be able to uncover the full scope of the experienced benefits and consequences of body-worn cameras. Therefore, we make use of qualitative data in the form of ride-along interviews to fully explore the subject of body-worn cameras in police patrol

This report describes officers' experiences with BWCs in the Clinton Section of the Rochester Police Department (RPD). In this report we first describe the methodology, outlining the sample of officer patrol shifts and the interview protocol. In subsequent sections, we provide a detailed assessment of officer experiences with body-worn cameras organized by theme.

Methodology

Sample Selection

The Operational Bureau of RPD consists of five patrol sections: Lake, Genesee, Goodman, Clinton, and Central. Each section is divided into car beats (See Appendix A for additional information detailing car beats in subsequently mentioned patrol sections). Within Lake, Genesee, Goodman, and Clinton Sections there are three platoons (1st Platoon: 23:00-7:00; 2nd Platoon: 7:00- 15:00; 3rd Platoon: 15:00-23:00); for Central Section there are five platoons (1st Platoon: 23:00-7:00; 2nd Platoon: 7:00- 15:00; 3rd Platoon: 15:00-23:00; 4th Platoon: 19:00- 3:00; 5th Platoon: 11:00-19:00). Central Section's staffing is different from the other sections due to its unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel (See Appendix B for the staffing detail of each platoon).

Ten observations were drawn from ten police beats in Clinton Section: 207, 217, 227, 237, 247, 257, 267, 277, 287, and 297 (See Appendix A for the location of each car beat in Clinton Section) within which researchers conducted ride along interviews. The ride-along interviews were conducted anywhere between four to six months after the initial BWC rollout. For the ride-along sessions with patrol officers, researchers first randomly assorted platoons and patrol beats, then randomly assigned the assortments to three researchers. Each ride-along entailed four hours of observations and questions by researchers. Each eight-hour Platoon was divided into two four-hour periods for each researcher to choose. For example: Researcher A was randomly assigned to the assortment of the 2nd Platoon of Beat 277, since 2nd Platoon includes the whole eight hours from 7:00 to 15:00, the researcher could choose to do the ride along either from 7:00 to 11:00 or from 11:00 to 15:00 on a week-day based on his/her schedule. A CPSI Research Assistant contacted the RPD BWC research coordinator in advance to schedule the ride-along sessions. Researchers began the ride-along interviews on February 16th, 2017 and finished ten ride-along sessions March 3rd, 2017.

Officers selected for the ride-along sessions were all males with differences in years of policing experience ranging from 1 to 25 years. Although this selection reflects the pattern of staffing in Clinton Section, it should be acknowledged that the sampling result is limited due to the absence of female officers in the Clinton Section.

To insure the consistency of the interview content, researchers developed an interview

protocol to be used as a guideline (See Appendix C for General Interview Questions for BWC Ride-along Research). In the present study, we revised the previous BWC survey framework to reflect the content of the interviews prior to BWC implementation. The goal of this survey modification was to identify changes in perceptions and experience after the BWC implementation. In addition, the interviews followed a semi-structured design which allowed for researchers to ask further questions pertaining to officers' experiences with the BWC outside of the interview framework. Before each ride-along interview, researchers explained the purpose of the ride-along study and provided an oral statement of confidentiality. Additionally, in order to keep officer statements within this report confidential, placeholders such as "Officer A" or "Officer B" were used in order to link statements across officers.

In addition to surveying patrol officers, researchers interviewed two sergeants within the Clinton Section. As with patrol officers, we developed a semi-structured interview framework pertaining to sergeants' perceptions and experiences in relation to the implementation of the BWC (See Appendix D). Each sergeant interview was approximately an hour long, was scheduled at the sergeant's convenience, and was either conducted in person or via telephone.

Clinton Section Ride-Along Findings

The analysis of the ride-along interviews resulted in the identification of several themes of the patrol officers' perceptions and attitudes of BWCs. Most of the interview content focused on the officer's attitudes toward the BWC technology, the implementation of BWCs, and the BWCs impact on their workloads. Additionally, we were able to gather information pertaining to the BWC's impact on a variety of factors within policing. These factors included: perceptions of the BWC policy, the BWC as it relates to officer and citizen privacy, the BWC's impact on reductions in complaints and discretion, citizen and officer behavioral changes resulting from the BWC, as well as the overall benefits recognized from the BWC implementation.

Officers' General Attitudes on BWC Implementation

Following any major change in the processes or nature police work, the existence of officers who outright support, or dislike the change, is to be expected. Of the ten officers interviewed, there were only two officers who unreservedly supported BWCs, and two who did not support BWCs. As a whole, the overarching perception of the Clinton Section officers we

interviewed held neutral opinions of the BWC's implementation. These same officers stated that the implementation of BWCs was "bound to happen," regardless of agency-wide support or opposition. The officers realized that the implementation of the BWCs was occurring across the nation, and were prepared for the RPD to be the next agency to adopt them. The officers recognized that the BWC project was young at the time of their interviews, and that more acclimation to the BWCs during their patrol would be required before making conclusive assessments. However, the officers were able to share with researchers their current experiences with the BWC having approximately four to six months of experience.

Three of the officers interviewed stated that they felt that the BWC was the equivalent of having "Big Brother" watching them. These officers stated that they believed BWCs were not necessarily implemented to support officers on their patrols, but rather to monitor the conduct of police officers. One officer said that the implementation of BWCs symbolizes a general lack of trust in the officers and stated:

"As a police officer, we already have to undergo a lengthy background check to become an officer, and the public seems to think we still need BWC to show our words and actions can be trusted. I don't like the trend recently that the public perception of police seems to be we cannot be trusted unless we have a BWC." –Officer A

Researchers asked the officers if they felt that the BWC was an improvement or a burden in their daily patrols. Across the ten patrol officers, the responses were evenly split between believing that the BWC was an improvement or a burden in policing. The officers' responses mainly focused on the technological shortcomings of the camera, which is discussed in further detail below.

Attitudes on BWC Technology

The officers of the Clinton Section noted many problems and frustrations with the technological specifications of their BWCs. While most officers were open to using BWCs, and some even supported its implementation, most officers could not fully endorse the usage of BWCs due to some of the technological issues their patrol section had been experiencing. In this section, we explore some of the technological issues that officers routinely reported to researchers. These BWC technological issues included: docking stations, attachment, footage

quality, and the activation button.

“I generally like the idea of having a camera, just not the ones that we have. It’s more about the product rather than having to use a camera. Having a camera can be awesome ... in a perfect world [where the BWC always works] the BWCs are always useful.” –Officer B

BWC Docking Stations

The majority of the officers interviewed noted that they had experienced problems with the docking stations in regards to uploading and tagging videos during their shift. The frequency in which these problems occurred for officers varied, with one officer noting that these problems occur “quite often,” while other officers mentioned that it was uncommon for them to experience any complications. As one officer put it, docking with the BWC tends to be “hit or miss, really.” Resulting from the docking station issues experienced by officers, the BWCs required several efforts in order to successfully upload videos, as there was an inability for the docking station to “recognize” the BWC. In the event of the former, it can “take away five to ten minutes at a time when it’s not working,” but the officers seem to consider it “more of a frustration than anything,” rather than a significant problem. When the officers were unable to successfully dock the camera, they would be forced to return to the Clinton Section headquarters in order to upload and tag the videos using a computer. Other times, officers would contact their partners to use their docking station to upload and tag videos. In these circumstances, it was perceived as a nuisance and took time away from their patrol responsibilities.

Officers had generally stated that this problem was more commonplace during the beginning stages of the implementation process. One officer, who regularly assisted with the technical applications of the docking systems, indicated that when the BWCs were first deployed he was tearing apart three to four docking stations per week. Since the beginning phases of deployment, it would appear that these issues have been moving towards resolution, and are not of persisting concern.

BWC Uniform Attachment Issues

Some of the officers mentioned having problems with the manner in which the BWC was

attached to their uniforms. There were many reports of cameras regularly falling off of officers who engaged in more physical activities, including, but not limited to, pursuing suspects on foot or engaging in a physical altercation. One officer noted that “anytime you run, there’s a better than fifty percent chance it’s going to fall off.” As a result, several officers stated that they would have to physically hold the camera during foot chases, which significantly slowed down the officers. In addition, some of the officers stated that this attachment issue could be easily fixed if there was a second “clip” that would secure the lower portion of the BWC.

Furthermore, officers noted that the loose attachment of the BWC has impacted the quality of their camera footage. Officers have stated that the BWC “kind of sits at an angle so you can’t catch half of what is in front of you,” so officers try to carefully position their bodies when talking with citizens, though this may not be an option in more tense situations. The BWC also tends to bounce on the chest of the officer, even while walking, and the footage while running tends to be very blurry. The implications of the impact on footage quality could potentially result in BWC footage that may not be useable, or differential utility if only some officers adjust camera and positioning to make up for its shortcomings.

BWC Footage Quality

The officers offered some additional feedback on the general quality of the BWC’s footage. One common criticism was the poor quality of the camera’s low-light settings. The officers stated that “the low-light on the camera is terrible,” or “if it’s dark at all, they’re garbage, you can barely see.” Though this setting was intended to better replicate the sight of an actual officer in the field, the officers noted that the cameras were unable to capture almost any useful footage at night, even in areas with streetlights. Otherwise, however, the officers generally held positive opinions of the picture quality of the camera as well as the audio quality, though “with wind, the sound quality’s out the window.” Officers gave some examples of the value of the camera’s crisp quality, with one officer using it to locate keys and another had used it to show the context of his drawing of his firearm in a near use-of-force case.

BWC Activation Button

Some of the officers mentioned that the pressure button on the front of the camera used to turn the BWC on and off has been problematic. The button is “very sensitive” and the BWC was

noted by officers as being turned off/on from bumping into another person or even from brushing it while opening the trunk of a vehicle. This was noted as being especially problematic “because of where it’s located,” as the center of the chest is more likely to be bumped or hit in fights, which had been experienced by one of the officers interviewed. In addition, “it’s next to impossible to notice it’s off in the middle of an active situation,” so the majority of a physical confrontation might be missed should the pressure button be brushed against. Officers stated concerns for the consequences of cameras turning off during physical disputes. These officers believed that in the event that a camera accidentally turns off, the officer would face disciplinary action, as it would be hard to define whether the camera turning off was a deliberate action or not.

Impact on Officer Workload

Patrol officers are tasked with a large set of responsibilities in their day-to-day operations. The addition of BWCs likely creates a larger workload, as the BWC involves tasks that include, but are not limited to: activating and deactivating the BWC, uploading BWC footage, footage tagging, and reviewing the footage acquired. Accordingly, researchers probed further regarding how officers perceived this change in their workload.

Across all the interviews, officers had stated that on average BWC-related tasks and processes took approximately twenty minutes out of their shifts. Considering a shift is typically eight hours, twenty minutes spent in a shift is approximately four percent of that shift. When officers were asked which BWC-related task consumed the most amount of time, officers unanimously mentioned that tagging footage was the most tedious. As mentioned previously, the amount of time spent on these tasks was dependent on the functional status of the docking systems. If a docking system was not working properly, then the time spent on uploading and tagging the footage increased substantially. The consequence of a non-functional docking system is having to drive back to the section headquarters, therefore, increasing the amount of time spent. When all the equipment is in functioning order, then uploading and tagging the footage takes an estimated one to two minutes per call-for-service.

“When the camera is working really well, then everything only takes a few minutes (per call). Then it’s not really a hassle at all to me.” –Officer B

Generally, when the BWC equipment was operating effectively, officers perceived this

time spent using the BWC to be minimally time consuming. However, when technological malfunctions occurred, officers stated that the expense of time spent on BWCs could be extensive. Notwithstanding, even if the technology is in working order, two officers expressed concerns that BWC-related time expenditures could become problematic during the summer months. The ride-along sessions were conducted during the winter months. During the winter months, there are generally less calls-for-service, and, as a result, BWC usage is lower. During summer months, generally there are more calls-for-service and consequently BWC usage is expected to increase. Increased time spent uploading and tagging footage would be expected to occur. In response to the concern about increased time spent tagging footage during summer months, officers expressed the need for an alternative tagging program that would shorten the time span to interconnect incidents with the related footage.

Officers agreed that the added responsibility of camera activation and deactivation was initially a challenging adaptation. Activating and deactivating the BWC is the least time-consuming duty associated with the addition of using BWCs in patrol, however, concerns were expressed pertaining to disciplinary measures if officers failed to recall this procedure. Officers stated that during “heat of the moment incidents” they may forget to turn on their cameras, such as in the below officer’s recount of an incident:

“One day I had to respond to an incident where I pulled over a guy with a stolen car. As he gets out of his car, he grabs his waistband and starts running from me. At the time, I thought he was trying to pull a gun, which eventually fell out during pursuit. I later got questioned for not turning on my BWC.”

–Officer C

The issue of remembering to activate and deactivate the BWC was most significant for officers in the early stages of the implementation of BWCs. However, officers frequently stated that this was no longer as much of an issue as they became more acclimated to using their BWCs. Lastly, in relation to camera activation and deactivation, officers stated that in some incidents, they felt that using the BWC was unnecessary, and can be a burden to their workloads if used when “not necessary.” Below is an example of an officer who had believed utilizing the BWC wasn’t always necessary:

“There’ll be some instances where I respond to a call, where I go up to an individual’s door, turn on the camera, and nobody answers (the door). Now I

have to go and upload footage of absolutely nothing and it takes me off the street.” –Officer D

In regards to activating and deactivating the BWC, there seemed to be differences from officer to officer in their understanding of the BWC policy dictating the usage of the camera. As such, this next section discusses the officers’ perception of the RPD’s BWC policy.

Officers’ Perception of the RPD BWC Policy

Officers had differing interpretations of the RPD BWC policy in regards to when the BWCs should be used in incidents. A handful of officers believed that the BWC should be activated at every call-for-service, without the consideration of the officer’s discretion. A few officers acknowledged that the BWC policy did in fact give officers discretion in “optional” incidents. One officer mentioned that mandatory recording jobs show up as “A” jobs on the mobile data terminal when responding to calls, whereas “B” jobs were optional jobs.

Among the officers who had a more accurate understanding of the policy, they believed that the policy was fair. Specifically, an officer mentioned the “safe and practical” clause in the RPD BWC recording policy as being practical and helpful. However, a couple of officers had also described the policy as unclear, such as in the case of an officer’s description below:

“The guidelines (and) training could have been better. They could have been clear. When we all came back from the training, we were all saying different things (about the BWC).” –Officer E

In addition to lacking clarity, a two officers mentioned that the RPD BWC policy could potentially conflict with HIPAA laws. HIPAA laws deal with patient confidentiality, which could include: conversations between patients and doctors, insurance information, patient health information, and conversations between a patient and his/her doctor (Your Rights Under HIPAA, 2017). Officers frequently respond to calls-for-service that take place in a medical environment. In the case that an officer responds to a call-for-service of sensitive subject matter, such as in sexual assault cases, officers expressed concern regarding HIPAA laws pertaining to patient privacy. HIPAA (2017) states that most law enforcement officers are not required to follow these laws.

A few officers mentioned, but not as frequently, how the RPD BWC policy could possibly conflict with other RPD policies, namely the policies for cases that

require photographs to be taken. In cases such as hit and runs, officers are required to take pictures of the damage to vehicles. These officers felt that it was unnecessary to be recording this type of incident, and also have to take photographs, as “footage is better than photos.”

BWC & Officer Privacy

Occasionally, officers mentioned that the BWC could result in potential issues concerning privacy. However, this issue was not regarded by the officers as one that was significant. In the beginning stages of the implementation process, there were instances where the BWC would be activated unintentionally in situations that were not related to patrolling, such as during lunch breaks or in locker rooms. Since then, these incidents have occurred less frequently.

The most significant privacy concern that officers mentioned to researchers did not primarily pertain to their own privacy, but for undercover officers. Undercover officers, narcotic officers, or plain clothed officers could potentially have their identities unveiled on BWC footage.

These privacy concerns were mentioned in conjunction with the Freedom of Information Laws (FOIL). While the footage capturing the identity of an undercover officer or the location of an officer’s residence by itself was not concerning, the officers stated that if the footage got into “the wrong hands” this could be a concerning matter. In this next section, we will summarize the discussions that researchers had with patrol officers concerning FOIL laws.

BWC & FOIL Laws

The FOIL laws dictate the public’s right to gain access to government records (Open Government, 2017). Included in these government records are BWC footage. Officers consistently expressed concerns regarding the FOIL laws and the potential consequences to their privacy and safety. Officers frequently mentioned that they believed that citizens could FOIL BWC videos at any time and for any reason they wanted, without any restrictions on the videos that are considered accessible.

“One time, I accidentally turned on my body-worn camera in the locker room. It

sounds funny, but it's all FOIL-able. All someone has to do is go and fill out a FOIL request and they can get the video.” –Officer D

*“Sometimes during my shift I may stop by my house (to make sure my kids get home safe) because I live close to my daughters. I don't want my camera to show who my family is, or where I live, because all the video is FOIL-able.”
–Officer C*

According to the RPD's BWC policy in Section XIII, the FOIL policy includes exemptions in the videos that could be requested. The RPD's FOIL policy prohibits the distribution of videos that could potentially infringe upon the safety, privacy, or integrity of law enforcement operations. In the case that a video breaches these considerations, access to the video will be denied.

Additionally, officers mentioned concerns that BWC footage will be used by defense attorneys in order to unfairly help their cases. In some instances, an officer may use their discretion in deciding whether or not to ticket or arrest an individual. A few officers were worried that BWC footage showing officers using discretion to not arrest or ticket an individual could potentially be obtained through FOIL, and be used to assist defense attorneys in their cases. One officer, who primarily dealt with traffic incidents, stated that due to this concern, he felt that his discretion would be limited in order to prevent footage from being used to unfairly assist defense lawyers.

BWC & Discretion

Most officers did not feel that their discretion was limited as a result of the implementation of BWCs. A couple of officers mentioned the limiting of discretion for particular incidents, primarily domestic incidents. Occasionally, during domestic incidents, instead of resolving the situation by means of arrest, officers will act as mediating actors between the involved parties. However, if during an incident a BWC records something of a criminal nature, officers felt that they would have to resolve the situation with an unnecessary arrest rather than situation mediation.

“[My discretion is limited] when it comes to domestics. We're [with BWCs] mandated to make arrests when it comes to domestics. For example, if someone calls us and say someone broke my T.V., and says they don't want to

press charges, we're mandated to make an arrest. Before, we could hang out and try to work out the problems between the individuals.” –Officer F

Aside from the implications for discretion in domestic incidents, most officers generally felt that the implementation of BWCs would not affect their discretion in how they handle incidents. Regardless of BWCs or any other technological implementation that may occur in the future, there was a general consensus that officers will “do their jobs the same way they’ve always done them.”

BWC & Complaints

Researchers also queried patrol officers on the topic of the BWC and the reduction of citizen complaints. Most of the officers interviewed mentioned that they have not yet dealt with complaints that the BWC was able to address. These officers stated that most of the time, a complaint could be resolved through a simple conversation rather than needing to use BWC footage. Additionally, dealing with internal and external complaints are primarily the responsibility of sergeants and the professional service section (PSS). Two of the officers interviewed, however, mentioned that their complaints were dropped due to BWC footage. In terms of have received less complaints overall, the officers stated that they had not observed any significant reductions. However, officers have stated that they have heard across the agency that BWCs have been responsible for decreasing “unprovable complaints.”

Unprovable complaints are not able to be resolved due to a lack of substantial evidence, and as a result are labeled “unprovable.” Typically, the nature of how complaints are considered unprovable are through one individual’s interpretation of an incident versus the police officer’s recount of the incident, with lack of sufficient evidence to merit a complaint being filed. As a result of the implementation of BWCs, the happenstance of “unprovable complaints” is perceived to be less frequent due to the addition of footage providing clarity to incidents.

BWC Impact on Citizen Behavior

Across the ten officers researchers interviewed, the general consensus was that citizens have not been noticing BWCs. A few of the officers have stated that because they wear so much equipment, the addition of BWCs has largely gone unnoticed. A few of the officers have stated that even before BWC implementation, citizens have mistaken other pieces of equipment as

BWCs, such as the radio.

“Since I’ve had the body worn cameras, there’s only been a couple circumstances that people have even noticed it. People for a long time were aware that cops had cameras and thought that things such as radios for instance were the BWCs. I think the effects (such as improved citizen behavior) have already been around as citizen’s believed we had cameras even when we didn’t.” –Officer D

Officers have stated that in uncommon incidents where an individual did notice a BWC, generally, their behavior did not change. Officers supported this belief with statements such as “individuals will treat us the way they’ve always treated us,” or “individuals who obey the law typically like the police, those who don’t obey the law generally do not like us, and that has not changed.” Only in rare scenarios did the officers think that an individual would change his or her behavior as a result of the camera. Officers have stated that often when they arrive at an incident, the citizens are in an “excited state of mind,” and the presence of a camera would not do much to improve this.

A few officers stated that in some scenarios, when individuals noticed the presence of a BWC, they would be more hesitant to talk to the police. This could include asking officers to turn off the cameras in order to cooperate or give information to the police, such as the officer had stated below:

“One time, I responded to an incident on [XXX] where somebody had pulled a gun. We questioned some individuals [in the area] about who had the gun, and one guy had said they would tell us, but we had to leave the body camera in the car. He probably would not have given us this information if we had worn the camera.” –Officer C

BWC & Officer Behavior

An indirect effect of the implementation of BWCs that was mentioned, however not as frequently, were changes in officer behavior. While generally, the officers stated that they would “do things the way they’ve always done them, regardless of technological implementations,” officers stated that they have noticed themselves and other officers using more professional language in the presence of BWCs. As a result of more professional police conduct, it is possible

that the BWC has fostered more respectful interactions. Additionally, when patrol officers were asked whether or not the BWC has affected their levels of proactivity, most officers had stated they had not experienced any changes.

Additional BWC Benefits

Aside from the factors mentioned in prior sections, officers stated that there were a variety of other benefits they have recognized from the implementation of BWCs. On separate occasions, officers gave examples of where the BWC had significantly contributed to the resolution of an incident. In one of these incidents, an officer had misplaced a set of keys, and by reviewing BWC footage, he was successfully able to locate the keys. Another officer stated that the BWC was able to help convict an individual of a gun-related incident.

“There was on incident where during a call, we ran into an individual for a gun related incident. After some time, we reviewed the body-worn camera footage, and the footage showed the individual with the gun behind his back and throwing it into a broken window behind him. In this case, the footage helped in order to convict the guy.” –Officer G

One officer had stated that the BWC had been valuable in capturing statements, which could corroborate or contradict previous stories. “[The footage] can tell the police when someone is lying, and can be solidly used as evidence.”

Summary of Patrol Findings

At the time of the ride-along interviews, the patrol officers within the Clinton Section had approximately four to six months of experience with their BWCs. Most of the officers were open to the implementation of BWCs, some even supported it, and very few disliked it. Across all ten of the patrol officers that researchers interviewed, the bulk of discussions centered on the technological issues with the BWCs. Most of the officers perceived the camera as a tool that could greatly benefit officers on their patrols, by supporting officers with additional means to collecting evidence, resolving complaints, and building probable cause. However, these benefits were contingent on camera functionality. If the BWC was experiencing issues with docking systems, accidental activations, or camera detachment, officer productivity would be inhibited through increased time expenditures in order to resolve these issues.

Correspondingly, as a result of technological malfunctions, officers have stated that the BWC can significantly interfere with operations by increasing their workload. When BWCs are in functioning order, BWC related tasks typically consume only four percent of a patrol officer's day. When technological malfunctions occur, the end result is fewer officers capable of responding to calls for service, and instead prioritizing time around the BWCs. Thus, the happenstance of technological issues occurring with BWCs have negatively impacted patrol officer perceptions of the overall BWC implementation.

Officers unanimously mentioned that BWCs are rarely, if ever, noticed by citizens in the general public. One assumption of BWC implementation is that they can help promote socially desirable behavior (Ariel, Farrar, & Sutherland, 2015). However, these effects are reliant upon whether an individual is aware that his/her behavior is being observed (Wicklund, 1975). If individuals are not aware of the BWC, then behavioral modifications cannot occur. As officers frequently stated that citizens had generally not noticed the BWC, they have not observed significant changes in citizen cooperation with the police since the implementation. However, as officers were aware of the BWCs, officers found themselves using more professional language when interacting with the public.

Researchers were able to identify that there were department-wide misinterpretations of the BWC recording policy. Few officers were able to correctly understand and apply the BWC recording policy. Some officers believed that the BWC was to be used in all policing operations, without any room for discretion. Others understood that in certain circumstances, BWC recording was optional, but the extent to which the BWC recording policy allows for optional recording was not well understood by officers. Therefore, it would be beneficial for officers to be further educated on the BWC recording policy, as the officers with a more thorough understanding correctly believed the BWC recording policy to be fair and adequate.

While direct privacy concerns resulting from the camera was not a substantial source of content resulting from the ride-along interviews, officers expressed apprehension pertaining to FOIL laws. While officers have stated that they have not yet experienced sensitive material being subjected to FOIL laws, officers feared that this could potentially occur in the future as the public becomes increasingly aware of BWCs. Officers feared that as a consequence, FOIL laws will be used to infringe upon officer privacy, or be used by the public to challenge the ethical and moral standing of police officers.

The technological issues that officers are experiencing with BWCs are likely to be resolved in the future, and we can likely expect officers' attitudes towards the BWC to improve as a result of technological improvements. With the resolution of these technological issues, we can also expect officers to experience the benefits that BWCs are intended to provide, such as improved collection of evidence, reduction in complaints, and opportunities for police training (White, 2014).

Clinton Section Sergeant Findings

One component of this ride-along study was to identify any changes in the processes and procedures in the nature of law enforcement supervision. Within the Clinton Section, researchers had the opportunity to interview two sergeants. According to the sergeants we interviewed, each sergeant has different responsibilities and priorities, and therefore their experiences with the BWC project have been different. Of the two sergeants researchers conversed with, one sergeant had more experience with the BWC alongside patrol functions. The other sergeant that researchers interviewed had more experience with the BWC in a clerical environment doing administrative tasks, which included, but was not limited to monitoring the radio and handling complaints.

Researchers discussed with the sergeants the subject of changes in their workloads since the implementation of BWCs. According to both of the sergeants, as a result of BWC implementation, their workloads had increased substantially, however, this varied on a day-to-day basis. Both sergeants stated that as a result of BWC technical malfunctions, sergeants have had to consistently assist patrol officers with their BWCs and make sure that their BWC is in functioning order. One sergeant stated that he was on his third body-worn camera as a result of technical issues with the camera's internal firmware. Additionally, one sergeant stated that he will soon have to begin monitoring and auditing videos to see if officers are complying with the policy, which will take a substantial amount of time to do during his shift.

Both sergeants also stated that there had been a department-wide misinterpretation of the BWC recording policy. The sergeants have stated that the BWC policy is full of "grey areas," and that there were a lot of common misconceptions on when the camera should be turned on or off. Additionally, one sergeant stated that the design of the camera has made it hard to comply with the policy, especially in highly stressful situations.

“I don’t think officers have a good understanding [of the policy]. There are a lot of common misconceptions as to when the camera should be on or off. The design of the camera and the ability to comply [with the policy] aren’t congruent. Officers want to do the right thing. The camera has a very small button to turn it on in front of it, and very frequently the camera is accidentally activated. When officers do need to activate it, during high stress situations it’s hard to turn the camera on, because the tactile ability to turn it on without looking at it is very difficult.”

Both of the sergeants stated that they had not used the BWC much for complaint resolution. The sergeants stated that this was not because the BWC was not useful for solving complaints, rather that in order to resolve complaints, footage does not always have to be reviewed. In most circumstances, complaints could be resolved through conversation with the individual filing the complaint.

Overall, the sergeants stated that the BWC project was a good idea, but one sergeant described it as a project where the “benefits are yet to be seen.” The sergeants stated that at the time of the interview, the project had many technical issues that were hampering the progress of the overall project, but remained optimistic that these issues would be resolved as the RPD is “progressive from a training and equipment standpoint, and always look to improving training and policies.” One sergeant stated that “I think cameras are here to stay, but the issues we experience boil down to the particular camera we have.”

Conclusion & Recommendations

In conclusion, the findings we gathered on the perceptions of the incorporation of body-worn cameras into daily policing responsibilities were homogeneous between patrol officer and sergeants. In addition to the concerns, consequences, and benefits of utilizing body-worn cameras in aforementioned sections, we were able to find additional information pertaining to body-worn cameras assimilation into supervisory duties such as complaint resolution and ensuring working status of BWC systems.

The primary concern mentioned by both sergeants and patrol officers were the technological issues with the BWC systems. It was apparent to the researchers that most of the opinions formed by the patrol officers and sergeants interviewed were influenced by the

technological malfunctions experienced with docking systems, BWC activation buttons, BWC mode of attachment, or firmware crashes occurring during the stages of implementation. For sergeants and officers alike, the occurrence of BWC system failure resulted in increased workloads by prioritizing troubleshooting the BWC versus standard duties. Many officers cited that with the resolution of technological issues would result an improved perspective of BWCs.

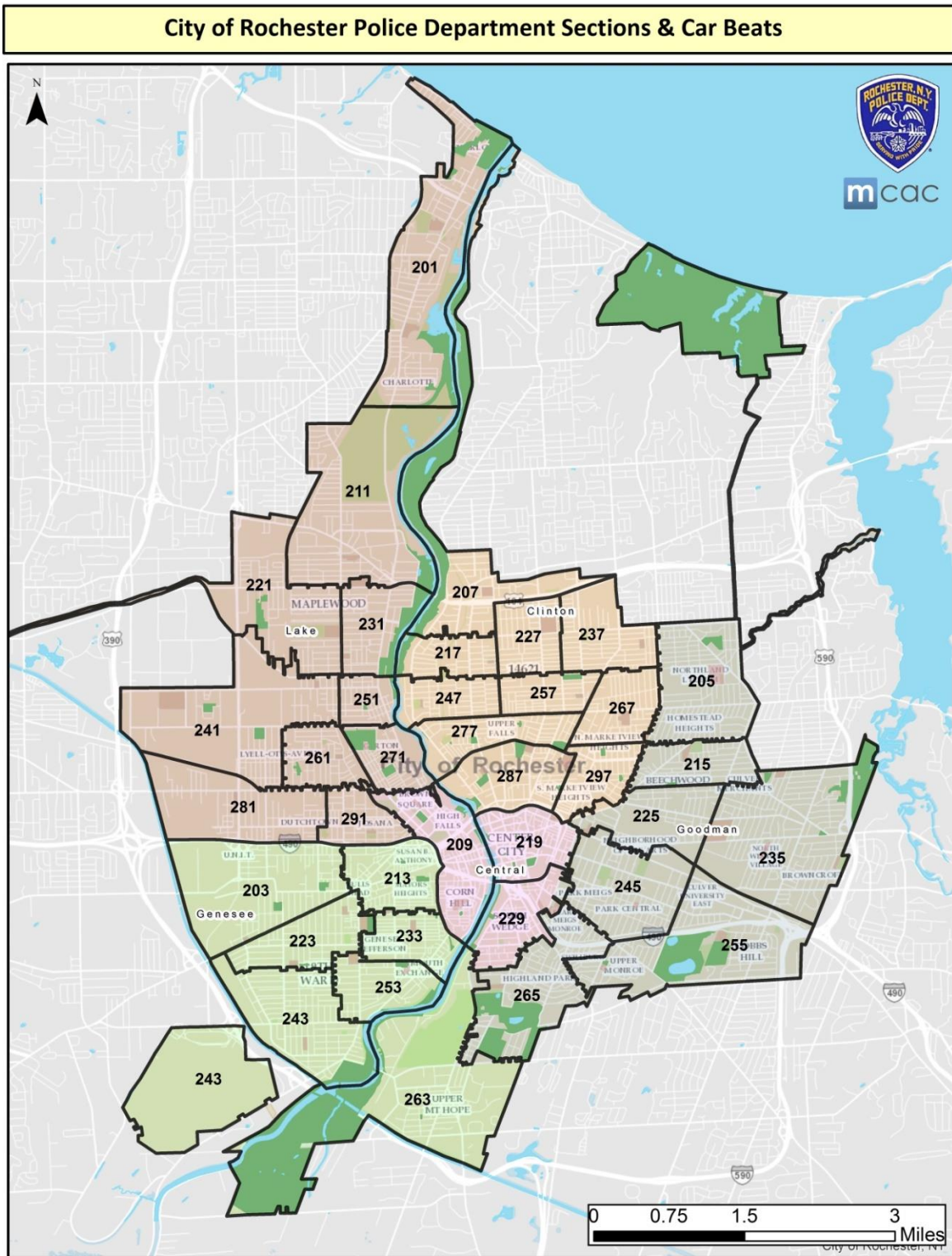
Aside from rectifying the BWC operational issues, multiple officers stated different understandings of the BWC policy in terms of when to turn on and off the BWCs. The sergeants researchers interviewed also confirmed that there was an agency-wide misconception on the BWC policy. Some officers that researchers interviewed stated that to their knowledge, the BWC policy did not allow officers discretion in turning on or off their BWC, which in circumstances, can result in lost intelligence from witnesses who do not want to be recorded for privacy reasons. It would be beneficial if the RPD re-visited the specific knowledge gaps in BWC policy with officers in order to reduce misunderstanding.

Additionally, most officers stated that they had privacy concerns regarding public disclosure of BWC footage. These officers that public disclosure of BWC footage could reveal the identity of undercover officers, or witnesses in sensitive incidents could potentially endanger the safety of these individuals. Additionally, officers stated concerns with BWC footage documenting officer usage of discretion, which could include deciding not to ticket or arrest an individual, could be utilized to supplement defenses' cases in court proceedings. Section XIII of the BWC FOIL policy prohibits the distribution of videos that could potentially infringe upon the safety, privacy, or integrity of law enforcement operations. It was a widespread belief of patrol officers that BWC footage could be obtained by anybody, for any reason, despite privacy or safety violations. Therefore, it would be beneficial for the BWC FOIL policy to be clarified for the patrol officers of the RPD.

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Appendix A



Appendix B:

Rochester Police Department Patrol Staffing

		Officers					Sergeants	Lieutenants	Investigators
Section	Platoon	4x2 Work Week*			5x2*	Total			
		Wheel A	Wheel B	Wheel C					
Lake	1st	7	7	7		21	3	1	0
	2nd	8	8	8		24	4	1	2
	3rd	10	10	10		30	5	1	3
	4th				10	10	1	0	2
	Total	25	25	25	10	85	13	3	7
Genesee	1st	5	5	5		15	2	1	0
	2nd	7	7	7		21	4	1	2
	3rd	8	8	8		24	4	1	3
	4th				8	8	1	0	2
	Total	20	20	20	8	68	11	3	7
Goodman	1st	5	5	5		15	2	1	0
	2nd	7	7	7		21	4	1	2
	3rd	8	8	8		24	4	1	3
	4th				8	8	1	0	2
	Total	20	20	20	8	68	11	3	7
Clinton	1st	7	7	7		21	3	1	0
	2nd	8	8	8		24	4	1	2
	3rd	10	10	10		30	5	1	3
	4th				10	10	1	0	2
	Total	25	25	25	10	85	13	3	7
Central	1st	3	3	3		9	1	1	0
	2nd	3	3	3		9	2	1	1
	3rd	3	3	3		9	1	1	1
	4th				4	4	1	0	1
	5th				10	10	1	0	0
	Detail**				10	10	0	0	0
	Total	9	9	9	24	51	6	3	3
Patrol Total		99	99	99	60	357	54	15	31

Platoon	Hours							
1st	23:00-07:00							
2nd	07:00-15:00							
3rd	15:00-23:00							
4th	19:00-03:00							
5th	11:00-19:00							
Times may vary slightly by Section								

* Patrol personnel work either a 4 days on 2 days off rotating schedule or a fixed 5 days on 2 days off schedule.

** Central section staffs a unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel.

Appendix C:

A Framework Interview for Post-Implementation Ride Along

- c. What does a typical work day look like?
 - a. How long have you been a police officer?
 - b. How long have you been patrolling this area?
 - c. How long have you been working on this shift?
 - d. How long have you used a BWC?
 - e. How long do you spend on BWC related work per day (downloading footage, activating the camera)? Have BWC related processes contributed significantly to your workload? If so—has this interfered with patrol operations, and how?
 - f. Have you had to contact your supervisor more since using BWC?
 - g. How has your attitude towards BWC changed since its first deployment? What part of the process was difficult for you to get used to? (Ease of use, downloading and uploading data, camera activation, etc.)
 - h. Did you notice other changes after the BWC deployment?
 - 2. Do you think BWC has changed the nature of police work?
- c. Have you experienced changes in the nature of policing with the addition of BWC?
 - i. Do you think BWC made a change on your policing style? Or did you notice that you become more/less proactive because of BWC?
 - ii. When you have your BWC on, do citizens you encounter during calls for service tend to be more compliant/cooperative? Do citizens acknowledge the presence of BWC during interactions?
 - iii. Do you think BWC has affected your discretion? Example: whether or not make an arrest, give a traffic ticket, stop a person, use force, pay more attention to language etc.,
 - iv. Has the BWC presented any privacy concerns for yourself? If yes, could you explain?
- d. Possible changes in different kinds of encounters or calls due to BWC?
 - v. Family disturbances/domestic disputes?
 - vi. Repeated calls on same individuals?
 - vii. Early investigative activities
 - viii. Dealing with juveniles? (Especially in school settings)
- i. How has BWC changed the citizens' view of cooperation with police work?
 - i. Do you think there's a change in citizen's trust in police after BWC's deployment? (Justify certain cases?)
 - ii. Have you experienced circumstances where citizens questioned the camera and how the footage is being used or asked you to turn it off?
 - iii. Has the BWC affected police interactions with *witnesses or person with knowledge*? (not general police-citizen interactions) Has the BWC effected the quality of follow up investigative interviews?
 - iv. Has any of your BWC footage been used as evidence in court? Or have you heard of other officers' footage being used as evidence, what kinds of cases are they used for?
- d. Police Perception of BWC (Positive, Neutral, or Negative)
 - a. Do you perceive the BWC as an improvement of policing or do you tend to perceive it as a burden in your daily work? Why do you think so?
If Burden > Improvement

- What was the most difficult part with using/implementing the BWC? (Technology? Workload? Discretion? Policy? Privacy Etc.). Can you give an example?

If Improvement > Burden

- In what aspects has BWC improved policing? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example?
- b. Now that you have had the chance to use a BWC, how do you feel about the expanding usage of BWCs nationwide?
 - c. Based on your knowledge of RPD's BWC implementation and nation-wide BWC implementation, how do you think RPD's BWC project could have been improved?
 - d. Do you think the amount of time and effort you spend on BWC related work affect your role as a police officer?
 - e.
 - f. Can you give me some examples of circumstances/locations/encounters where the presence of BWC (whether it's on or off) posed a major problem regardless of policy? (e.g., in homes, schools, with minors, in extreme weathers, particular kinds of events/witnesses)
 - g. Can you give me some examples of circumstances/locations/encounters where the presence of BWC (whether it's on or off) helped you solve the problem easily?
 - h. Is your opinion of body-worn cameras different now in comparison to when they first rolled out?
 - i. Are there any shifts or patrol areas that the BWC would provide more utility?

Appendix D:

Body Worn Camera Interview Framework for Supervisors Post-Implementation

1. How long have you been a supervisor for?
 - a. What are your primary duties as a supervisor? (use this question to probe)
 - b. What was your level of involvement with the deployment of BWC, or any BWC related functions?
 - i. What are these BWC related functions?
2. Since the body-worn cameras have been deployed, how much time have you spent reviewing footage, or dealing with other BWC related processes for managerial purposes?
3. Has the expectation that the body-worn cameras would resolve complaints met its expectations?
 - a. Complaint resolution (Faster resolution of complaints, reduction of complaints filed)
 - b. Decreased unsolvable complaints
 - c. Citizen satisfaction of outcomes
 - d. Reduction of complaints forwarded to internal affairs?
4. Has the body-worn camera impacted your officers' decision to use force usage of force?
 - a. Decreased unnecessary usage of force?
 - b. Create hesitation or reduced discretion in using necessary usage of force?
5. Since BWC deployment, what is your general experience with the BWC policy (camera activation, footage retention, etc.)? Do you feel that it is appropriate or adequate?
 - a. Was the policy able to be established with your patrol officers with ease? Has this improved over time?
 - b. Have there been issues with compliance with the BWC policy?
 - c. Was training the officers (if applicable) on the BWC present challenges?
6. Has the BWC footage been able to improve the completeness or accuracy of crime reports?
7. Since BWC deployment, have patrol officers had to consult with you more often? What consultations had to be made (authorization to record, permission to not record)? If so, has increased consultation created any difficulties in performing your duties?
8. Has the body worn camera provided utility in shift briefings, teaming meetings, or training sessions? If so, how?
9. Has the body-worn camera created or reduced your workload (paper work, complaint resolution, disciplinary/training, etc.) How so? If so, has this impacted your ability to perform your duties?
10. Has the body-worn camera provided utility in assessing patrol officers performance? Has the BWC increased the need to discipline officers? Has the footage been utilized for consideration for position promotions?
11. In your time spent as a sergeant, do you have to spend time conducting investigations? Has the body worn camera footage improved your ability to investigate (identifying suspects, and witnesses)
 - a. What has been your experience with the BWC in the field (if applicable) in contrast to managerial functions?
12. Currently, how much do you support the body-worn camera project? Has this perspective changed since the BWCs initial deployment?
 - a. Do you believe the BWC's current environment will improve in the future?
13. Since implementing the BWC, what has been its major successes? It's challenges?
 - a. What steps have been taken to overcome these failures?
 - b. Are there additional ways to utilize the BWC that may not be directed by policy mandates?
14. Overall, have the benefits of the body-worn camera outweighed the negatives in it's implementation?
 - a. Cost<impact and vice versa?

15. Are there any other important elements to the BWC you would like to mention that has not been discussed at a point in time in this interview?

**Appendix VIa: Genesee Section Officers' Perception of Body-Worn
Cameras in Policing After Implementation: An Executive Summary
8/17/2017**



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Executive Summary

- I. Generally, Genesee Section officers held more positive perceptions of their Body Worn Cameras (BWCs).
 - a. They reported comfort with and a belief that the BWC was easy to utilize.
 - b. They perceived improved accuracy in evidence collection, leading to improvements in report writing.
 - c. They felt that the BWCs would provide utility when identifying false or untrue statements during incidents.
- II. Officers believed that the deployment of BWCs may have been excessive.
 - a. This was related to the belief that BWCs are being utilized to minimize officer misconduct, which officers thought was not prevalent in the RPD.
- III. Officers believed that patrol officer input was lacking during implementation.
- IV. Concerns pertaining to BWC usage still exist amongst Genesee Section officers.
 - a. Officers expressed beliefs that FOIL laws are unrestrictive, and give open access to BWC video.
 - i. This led to increases in concerns regarding violations of civilian and officer privacy rights.
 - b. They observed stricter appliance of domestic violence laws with the addition of BWCs.
- V. Technological issues of the BWC were discussed, but not a focal point of discussion.
 - a. Issues with docking stations and camera detachment were still prevalent.
 - b. Concerns that BWC placement being lower than eye level may lead to viewer misinterpretation of BWC footage.
- VI. Officers have not noticed BWCs influencing police-citizen encounters, due to citizen's lack of awareness in its usage.
 - a. Officers often inform individuals they are recording in order to de-escalate situations.
- VII. Officers appreciate the level of discretion provided over BWC usage, as it may be a determinant factor in acquiring witness statements.

Report Summary

Introduction

This report serves as an executive summary of a larger report by identifying and summarizing the key findings of the larger report herein. Body Worn Cameras (BWCs) have recently been adopted by police departments nationwide in order to redefine policing, accountability, and transparency. Although expectations of BWCs are high, they are speculated to encourage constructive encounters between police and community members, enhance police legitimacy, improve evidence collection for arrest and prosecution, and expedite the resolution of internal and external complaints (White, 2014). After receiving broad support from the local communities in Rochester, the Rochester City Council invested in BWCs with additional support in the form of a grant from the Bureau of Justice Assistance (BJA). A stipulation of receiving federal assistance from the BJA included an independent evaluation conducted by the Center for Public Safety Initiatives (CPSI). CPSI's evaluation of the Rochester Police Department's (RPD) implementation of BWCs is multi-faceted, including a variety of qualitative and quantitative data to assess the impact of BWCs on policing processes and outcomes.

This assessment includes, but is not limited to, changes in crime occurrence, complaints against police, and criminal justice processes (including criminal and internal investigations). A component of CPSI's evaluative strategy was to include ride-along interviews with RPD officers in order to collect qualitative data on officers' perceptions and expectations of body-worn cameras. For these interviews, researchers developed a semi-structured interview to collect information that reflects changes in police work after BWC adoption (See Appendix A). The researchers interviewed RPD officers from six beats in the Genesee Section in the form of a ride-along (See Appendix B). This report summary focuses on the results of the Genesee Section officer interviews.

Key Findings

BWC Comfort, Ease of Use, & Benefits

Seven of nine officers held positive perceptions regarding the use of BWCs, stating they were generally comfortable with its implementation. Most officers believed BWCs to be a substantial improvement in report writing, by: comparing footage to future statements and stories, allowing officers to revisit particular incidents, and providing a reference point when faced with allegations.

Officers described in detail how having a BWC is a useful tool when identifying false allegations made during incidents. Occasionally during incidents, involved parties are believed to have inconsistent statements. By having BWCs, officers have stated that it helps point out the discrepancies within these statements to determine the truth behind the circumstances of the incident at hand.

Perceptions of the BWC Implementation

Generally, officers believed BWC implementation was unnecessary. This was rooted in the perception that BWCs are used to prevent officer misconduct, and it was the belief of the officers that such issues aren't prevalent in the RPD. Thus, the officers believed the implementation of BWCs were to more adhere to a national trend.

In addition, officers felt that the implementation was rushed, and lacked the inclusion of the RPD patrol officers and their input. Officers believed this expeditious implementation colored their perceptions of the overall project, due to the roll-out moving forward without having first addressed technical issues. Furthermore, excluding the patrol officers from the process was thought to be detrimental to officer perceptions of the BWC.

Technological Difficulties

While officers reaffirmed the technological issues that the officers in the Clinton Section faced (docking station issues and camera detachment), it was not a focal point of conversation with the officers of the Genesee Section. The officers did discuss issues pertaining to the angle that the camera records to the placement on the chest. Due to the placement being lower than eye level, officers believed that the camera wouldn't be able to record the entirety of a situation, and leave the content of the footage subject to misinterpretation.

Privacy Concerns

Issues with privacy related to being filmed on BWC were not a central concern to the

officers of the Genesee Section. However, the officers expressed aversion regarding FOIL (Freedom of Information Laws) that allow public access to government records¹², which includes BWC footage. Officers had stated direct concerns for their own privacy due to FOIL, such as in cases their footage, or footage that they were on, have been FOIL-ed and hadn't been informed about that. Additionally, officers were concerned for citizen privacy pertaining to FOIL laws. Officers believed that once the knowledge of the ability to access BWC footage was prevalent, FOIL might create concern for witness safety and privacy.

Changes in Case Outcome

The sample of officers who were interviewed expressed concerns related to the BWC making significant impacts on how they handle domestic violence calls. Prior to the use of BWCs, officers stated that they would exercise their discretion in handling the outcomes of these calls. Such discretion would often consist of granting involved parties the opportunity to work through their dispute without arresting anyone. However, officers in the Genesee Section stated that BWCs, coupled with strict domestic violence laws, have resulted in them issuing more arrests than prior to BWC implementation. This was apparent even when they felt an arrest is inappropriate for the dispute at hand.

Identifying False Statements

False statements made by citizens towards law enforcement officers are often hard to refute or verify without witnesses or video evidence that can show what actually happened at a scene. However, according to officers in the Genesee Section, BWCs have helped them compare the written statements of victims, witnesses and/or suspects to video footage from their cameras. Thus, BWCs have served as a useful tool that police officers can utilize in their quest of discovering truth and identifying false statements. Ultimately, officers thought that BWCs benefit all actors within the legal system and those interacting with them by showing viewers the facts of the case.

Citizens' Awareness of BWC and Officer Discretion

Officers have stated that rarely, if ever, civilians are aware of the usage of BWCs. As a result, their interactions with the public have not experienced substantial changes. However, officers reported using the lack of awareness to their advantage, and inform civilians when they are recording in order to utilize the camera as a de-escalation tool.

¹² www.nysed.org

Officers also have stated that it is common for them to use their discretion when deciding to record. One common situation where officers exercise their discretion when deciding to record are during witness statements. In these situations, officers sometimes decide to turn off their cameras to alleviate witness privacy concerns and collect a statement.

Conclusion

The officers of the Genesee Section offered insight to many aspects related to BWCs. The officers discussed their comfort with the technology, acknowledged a variety of evidential benefits, and held positive perceptions regarding its usage. Additionally, officers identified potential concerns in its usage, specifically regarding privacy issues with FOIL laws and unintended effects that BWCs have on case outcomes.

While generally civilians are not aware of BWC usage, officers used this unawareness as a de-escalation tool when necessary. Furthermore, officers considered the level of discretion provided as useful when recording incidents as it is an influential factor in collecting witness statements.

While technological issues and concerns around these were still present, it was not a focal point of conversation such as it was in the Clinton Section. Furthermore, in comparison to the results of the Clinton Section interviews, it was apparent to the researchers that the experiences with the BWC in the Genesee Section have been more positive. This is possibly due to increased familiarity in its usage (Gaub, Todak, Katz, & White, 2016). This increased acclimation may have allowed officers to experience the positive functions that BWCs offer. This qualitative research provides valuable insight and analysis regarding RPD officers' perceptions of BWCs and, while future ride-along interviews are not scheduled at this time, quantitative interviews can be used to gauge changes in officers' perceptions of BWCs and make comparisons to their perceptions prior to implementation.

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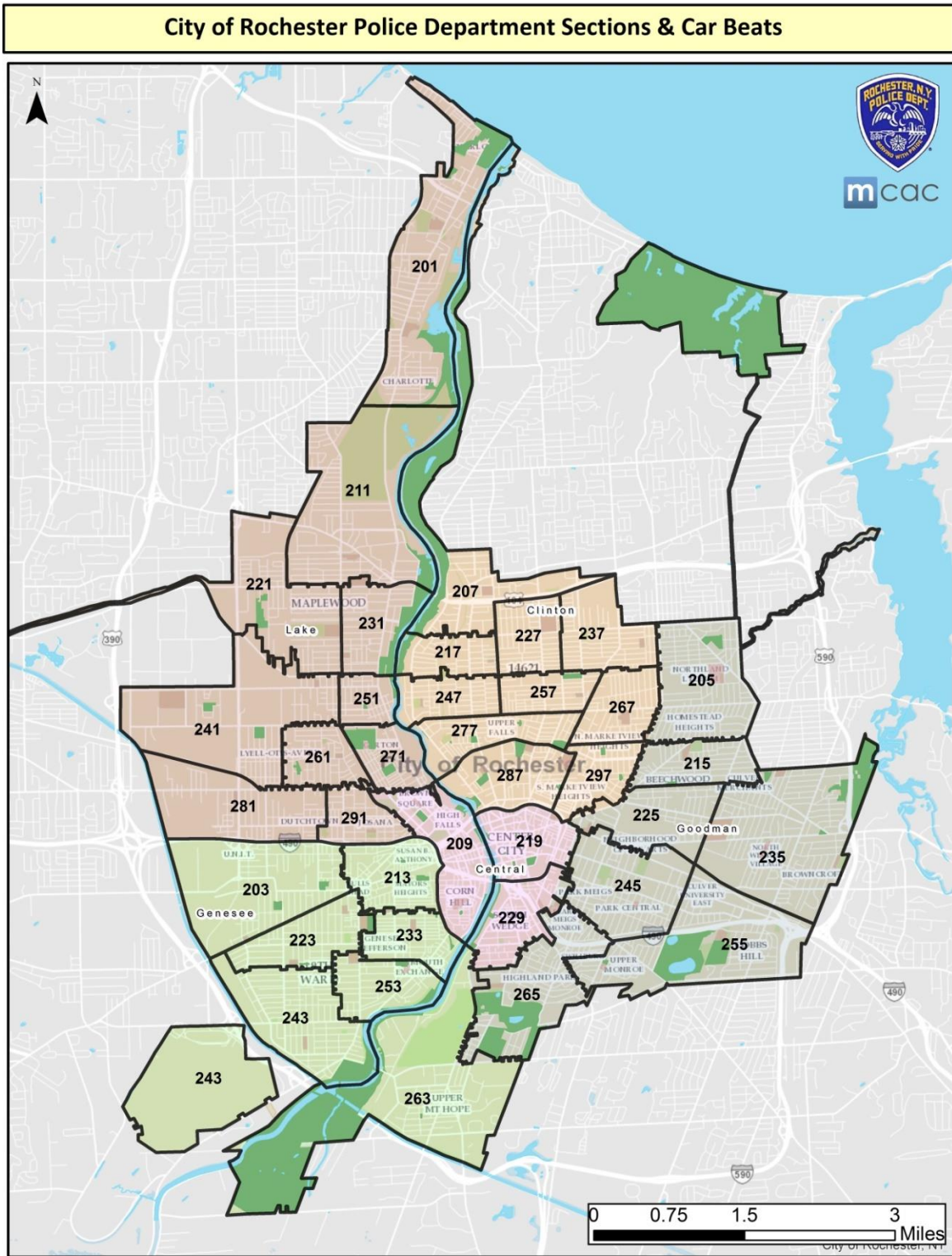
Appendix A:
A Framework Interview for Post-Implementation Ride Along

- e. What does a typical work day look like?
- a. How long have you been a police officer?
 - b. How long have you been patrolling this area?
 - c. How long have you been working on this shift?
 - d. How long have you used a BWC?
 - e. How long do you spend on BWC related work per day (downloading footage, activating the camera)? Have BWC related processes contributed significantly to your workload? If so—has this interfered with patrol operations, and how?
 - f. Have you had to contact your supervisor more since using BWC?
 - g. How has your attitude towards BWC changed since its first deployment? What part of the process was difficult for you to get used to? (Ease of use, downloading and uploading data, camera activation, etc.)
 - h. Did you notice other changes after the BWC deployment?
 2. Do you think BWC has changed the nature of police work?
- e. Have you experienced changes in the nature of policing with the addition of BWC?
- i. Do you think BWC made a change on your policing style? Or did you notice that you become more/less proactive because of BWC?
 - ii. When you have your BWC on, do citizens you encounter during calls for service tend to be more compliant/cooperative? Do citizens acknowledge the presence of BWC during interactions?
 - iii. Do you think BWC has affected your discretion? Example: whether or not make an arrest, give a traffic ticket, stop a person, use force, pay more attention to language etc.,
 - iv. Has the BWC presented any privacy concerns for yourself? If yes, could you explain?
- f. Possible changes in different kinds of encounters or calls due to BWC?
- v. Family disturbances/domestic disputes?
 - vi. Repeated calls on same individuals?
 - vii. Early investigative activities
 - viii. Dealing with juveniles? (Especially in school settings)
- i. How has BWC changed the citizens' view of cooperation with police work?
- i. Do you think there's a change in citizen's trust in police after BWC's deployment? (Justify certain cases?)
 - ii. Have you experienced circumstances where citizens questioned the camera and how the footage is being used or asked you to turn it off?
 - iii. Has the BWC affected police interactions with *witnesses or person with knowledge*? (not general police-citizen interactions) Has the BWC effected the quality of follow up investigative interviews?
 - iv. Has any of your BWC footage been used as evidence in court? Or have you heard of other officers' footage being used as evidence, what kinds of cases are they used for?
- f. Police Perception of BWC (Positive, Neutral, or Negative)
- a. Do you perceive the BWC as an improvement of policing or do you tend to perceive it as a burden in your daily work? Why do you think so?
If Burden > Improvement
 - What was the most difficult part with using/implementing the BWC? (Technology? Workload? Discretion? Policy? Privacy Etc.). Can you give an example?

If Improvement > Burden

- In what aspects has BWC improved policing? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example?
- b. Now that you have had the chance to use a BWC, how do you feel about the expanding usage of BWCs nationwide?
- c. Based on your knowledge of RPD's BWC implementation and nation-wide BWC implementation, how do you think RPD's BWC project could have been improved?
- d. Do you think the amount of time and effort you spend on BWC related work affect your role as a police officer?
- e.
- f. Can you give me some examples of circumstances/locations/encounters where the presence of BWC (whether it's on or off) posed a major problem regardless of policy? (e.g., in homes, schools, with minors, in extreme weathers, particular kinds of events/witnesses)
- g. Can you give me some examples of circumstances/locations/encounters where the presence of BWC (whether it's on or off) helped you solve the problem easily?
- h. Is your opinion of body-worn cameras different now in comparison to when they first rolled out?
- i. Are there any shifts or patrol areas that the BWC would provide more utility?

Appendix B:



**Appendix VIb: Genesee Section Officers' Perception of Body Worn
Camera in Policing After Implementation: Full Report
8/17/2017**



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Abstract

This mixed-methods study evaluates the impact of body-worn cameras (BWC) on police work, police-citizen encounters, and internal administrative procedures of the Rochester Police Department. To understand and measure the impact of the BWC, researchers use a series of quantitative data including, crime occurrence, complaints against police, and criminal justice processes (criminal and internal investigations) pre and post camera deployment. This ride along report was designed as a qualitative study for researchers to understand the nature of contemporary police patrol work. The purpose of these ride-alongs was to collect qualitative data on officers' attitudes they have acquired pertaining to body-worn cameras after BWC implementation and how it has impacted the nature of police work. After analyzing the result of each ride-along interview, researchers identified several major themes that were essential in understanding officers' current thoughts related to policing and the initial effects of BWC. Key words: *body-worn camera, ride-along, policing, perception*

Research Purpose

The public's expectations for body-worn cameras (BWCs) are extremely high (Mitchell, 2017), and the same may be said of policy makers and police administrators (21st Century Policing Task Force, 2015). Body-worn camera advocates claim that BWCs deliver enhanced law enforcement transparency and legitimacy, improved civilian and officer behavior and interactions, improved evidentiary benefits leading to reduced complaints, and opportunities for police training (White, 2014). However, current research has identified unintended consequences in utilizing body-worn cameras, concerning officer and citizen privacy, as well as harming police relationships with witnesses and victims (Letourneau, 2015). Traditional survey methodologies may not be able to uncover the full scope of the experienced benefits and consequences of body-worn cameras. Therefore, we make use of qualitative data in the form of ride-along interviews to fully explore the subject of body-worn cameras in police patrol

This report describes officers' experiences with BWCs in the Genesee Section of the Rochester Police Department (RPD). In this report we first describe the methodology, outlining the sample of officer patrol shifts and the interview protocol. In subsequent sections, we provide a detailed assessment of officer experiences with body-worn cameras organized by theme.

Methodology

Sample Selection

The Operational Bureau of RPD consists of five patrol sections: Lake, Genesee, Goodman, Clinton, and Central. Each section is divided into car beats (See Appendix A for additional information detailing car beats in subsequently mentioned patrol sections). Within Lake, Genesee, Goodman, and Clinton Sections there are three platoons (1st Platoon: 23:00-7:00; 2nd Platoon: 7:00- 15:00; 3rd Platoon: 15:00-23:00); and in Central Section there are five platoons (1st Platoon: 23:00-7:00; 2nd Platoon: 7:00- 15:00; 3rd Platoon: 15:00-23:00; 4th Platoon: 19:00- 3:00; 5th Platoon: 11:00-19:00). Central Section's staffing is different from the other sections due to its unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel (See Appendix B for the staffing detail of each platoon).

Nine observations were drawn from six police beats in the Genesee Section within which researchers conducted ride along interviews (See Appendix A for the location of each car beat in

Clinton Section). The ride-along interviews were conducted anywhere between four to six months after the initial BWC rollout. For the ride-along sessions with patrol officers, researchers first randomly assorted platoons and patrol beats, then randomly assigned the assortments to two researchers. Each ride-along entailed four hours of observations and questions by researchers. Each eight-hour Platoon was divided into two four-hour periods for each researcher to choose. For example: Researcher A was randomly assigned to the assortment of the 2nd Platoon of Beat 277, since 2nd Platoon includes the whole eight hours from 7:00 to 15:00, the researcher could choose to do the ride along either from 7:00 to 11:00 or from 11:00 to 15:00 on a week-day based on thwie schedule. A CPSI Research Assistant contacted the RPD BWC research coordinator in advance to schedule the ride-along sessions. Researchers began the ride-along interviews on June 26th and finished nine ride-along sessions on July 7th, 2017.

Of the officers observed seven were male and two were female. The officers differed in experience in policing ranging between 5 and 17 years. To insure the consistency of the interview content, researchers developed an interview protocol to be used as a guideline (See Appendix C for General Interview Questions for BWC Ride-along Research). In the present study, we revised the previous BWC survey framework to reflect the content of the interviews prior to BWC implementation. The goal of this survey modification was to identify changes in perceptions and experience after the BWC implementation. In addition, the interviews followed a semi-structured design which allowed for researchers to ask further questions pertaining to officers' experiences with the BWC outside of the interview framework. Before each ride-along interview, researchers explained the purpose of the ride-along study and provided an oral statement of confidentiality. Additionally, in order to keep officer statements within this report confidential, placeholders such as "Officer A" or "Officer B" were used in order to link statements across officers.

Genesee Section Ride-Along Findings

A variety of diverse themes emerged from the discussions that officers had with researchers on the ride-along interviews. The commonalities in conversation amongst interviews that were extracted were: *comfort and ease of use, RPD's implementation process, technological difficulties, privacy concerns, changes in case outcome, recording falsified statements, citizens' reaction to the BWC, changes in discretion, and benefits of BWCs.*

BWC Comfort & Ease of Use

Of the nine Genesee Section officers that were interviewed, seven held positive views of BWCs. Initially, officers stated that they predicted that BWCs would be synonymous with having “Big Brother” watching over their patrols. Since then, however, officers have stated they were generally comfortable with utilizing BWCs. While most officers have stated in previous ride-along interviews within this section that they would conduct their work in the field in the same manner as before BWCs, officers had stated in post implementation interviews that introducing BWCs has made them more cognizant of how they handle situations.

Perceptions of the RPD Implementation

The implementation of BWCs throughout the nation was preceded by the shootings such as those of Eric Garner and Michael Brown in an attempt to increase police accountability and transparency (Jennings, Lynch, & Fridell, 2015). During the Genesee Section ride-alongs, officers expressed a sense of understanding around the nationwide desire to implement body-worn cameras. However, officers also expressed a distaste for how police officers have been depicted throughout the media. “The media is a business, and bad news sells,” as one officer described it. Other officers felt that the “media tends to shorten footage to an area that benefits their story (such as a thirty second clip) which evokes a lot of emotion from their viewers.” It was the belief of the Genesee Section officers that body-worn cameras will help improve the public’s perception of police work that had been damaged by the national media.

These conversations led to insights that officers were able to provide regarding the RPD’s implementation of BWCs. It was a general consensus amongst the officers interviewed that the implementation of BWCs may have been unwarranted, and implementing BWCs was to adhere to the national trend.

“There wasn’t a problem with [how we] policed before [however] we’re in a people business, and we want people to feel safe. If it takes cameras for them to feel safe, then I’m fine with that.” –Officer A

Four out of the nine officers interviewed believed that the implementation process was “rushed.” One officer elaborated further, stating that the issues experienced due to adherence to an expeditious roll-out schedule may have negatively biased other officers’ perceptions of BWCs.

“The roll-out was a little quick, I figured that the department thought the

quicker you roll them out, the quicker you could fix any problems. In the beginning, only a few officers in the department had them and had negative attitudes about them, which impacted other officers' attitudes who received their cameras later on.” –Officer B

Officers added that they felt ostracized during the BWC implementation process. When researchers inquired as to how officers believed that the RPD's implementation process could have been improved, officers felt they were unable to comment due to the belief that they were excluded from the BWC implementation process.

Technological Difficulties

The advancement of technology in today's society has benefitted a diverse number of disciplines throughout the world. BWCs are purported to improve transparency, police-community relationships, enhance evidence, among others (White, 2014). As BWCs are a substantial technological intervention that significantly impacts the processes and procedures of law enforcement, technological shortcomings in early phases of adoption are to be expected.

Eight of nine officers interviewed stated that camera activating (i.e. turning on) their BWC every interaction with individuals in the community was the largest challenge during transition. In circumstances that require immediate engagement, such as a foot chase, activating the BWC prior to a confrontation such as foot chase was considered a serious problem.

BWCs offer police officers a unique capacity to capture footage from their vantage point. However, five out of nine officers interviewed believed that the BWC was inadequate in its ability to capture footage in their frame of reference. For instance, one officer noted that the “cameras tend to tilt down on shorter officers, which makes it difficult to capture footage, especially if there is a scuffle between a shorter officer and a taller suspect/victim.” Ultimately, there appeared to be an underlying consensus that regardless of the potential benefits of BWCs the public, as one officer stated, “needs to realize that the camera only sees what it sees. No other aspect.” In other words, officers suggest that BWCs at this time do not have the capability to capture everything that takes place during interactions with law enforcement and civilians, which could result in the continued misinterpretation of BWC footage, depending on the viewer(s).

Privacy Concerns

The widespread use of BWCs has been confronted with issues related to privacy concerns

of police officers and citizens. Although most police agencies possess differing policies related to privacy, the RPD has relatively simple guidelines outlining the use of BWCs. The RPD mandates that their officers' BWCs be turned on during all encounters with civilians. However, officers are allowed to turn their cameras off while interacting with other fellow officers, talking on the phone with their spouse, using the lavatories, among other situations unrelated to patrol work.

Privacy concerns were not a central concern of the officers in the Genesee Section. Officers stated that they were quite comfortable being on camera, with one officer stating that they "wouldn't do anything on the job that [they] wouldn't do in front of [their] kids." Only two of nine officers cited direct concerns with being recorded, stating that in the initial phases of implementation, BWCs felt as if "Big Brother" was watching over them.

In relation to privacy, officers expressed negative feelings toward the Freedom of Information Law (FOIL), which grants civilians access to government records.¹³ Specifically, officers were concerned with civilian access to footage that may be unrelated to their cases, and not being notified that their footage had been requested. One officer recalled a scenario where:

"I had a parolee request video I was on through FOIL and I didn't know I was on it. It irritated me. I wish I would have received a notice ... I only found out because someone let me know as like an FYI." –Officer C

Similarly, another officer had stated:

"Because of FOIL, they (civilians) can go in and get whatever footage they want and capture some of the stuff that I've been talking about. Once they get that back they can do whatever they want with it now. When you're in private company you may say something that someone else finds offensive but if that gets FOIL-ed, that can be pretty dangerous." –Officer D

Changes in Case Outcome

Researchers asked the Genesee Section officers if BWCs have made a significant impact on the processing or outcome of various incidents. Out of the nine officers interviewed, three specifically referenced domestic violence cases where BWCs had the largest influence. These three officers indicated that the addition of BWCs has produced adherence to the law in cases involving domestic violence. One researcher was able to witness a domestic violence incident

¹³ www.nysed.gov

and directly observe how the BWC had become a significant factor within this incident. In this incident, the two parties involved indicated that a physical altercation had occurred amongst each other. In the exact moment the individuals made that statement, the officer stated that both parties would have to be arrested. In order to avoid being arrested, the two suspects then proceeded to state that they had falsified these statements in order to gain leverage over the situation, and ultimately no arrest was made.

After the incident was resolved, the officer explained that because the statements that were made while the camera was recording were considered criminally indicative, an arrest would have had to have been made. The officer's rationale was that if the footage were to be reviewed, by supervisors or the public, he would be questioned as to why he had not made an arrest. When the individuals stated that these statements were false while the camera was recording, the officer was ultimately able to resolve the situation without an arrest. Prior to BWCs, the officer explained that he would serve as a line of communication and de-escalation between the involved parties and only make an arrest if that was the desired outcome. This suggests a potential, but considerable, impact of BWCs on individual officer discretion to process cases.

Recording Falsified Statements

Five officers had mentioned that BWCs serve as a useful tool in order to expose and identify false allegations that are made during incidents. These officers had indicated that often times when responding to an incident, involved parties falsify or tailor their statements to skew the resolution of the case to their advantage. These individuals would have inconsistencies in their statements throughout the course of the incident when the statements are revisited. The officers' stated that having a recording of the situation allows officers to point out inconsistencies in individuals' statements to help identify the true circumstances of the incident.

"We catch a lot of lies. People will tell stories as if they are the victim in that incident. Then later on I'll talk to the 'suspect' and they state that the victim IS the suspect. We catch a lot of lies and that's helpful for resolving cases."

–Officer D

Another officer stated that he was able to use the BWC footage in order to refute claims that the officer had beaten up an individual he had arrested.

"I'd rather have the BWCs than to not have them. 8 years ago ... I arrested

this guy and he lied to my supervisors saying that I had beaten him up. I'd never known that he claimed that until the sergeant had spoken to me. Once they reviewed the cameras and saw that I didn't [beat him up], we let him file charges. We turned it around on him later on for falsifying a report. Had it not been for the BWC, I would've gotten jammed up." –Officer D

Additionally, one officer felt that FOIL laws could potentially infringe upon the privacy of witnesses, and ultimately expose them to danger. The officer also predicted that this will become more problematic in the future when more people are aware of FOIL laws.

"When you have CR's linked to a homicide or gang assault, then other people try to get the videos [of that incident], other people might be getting jammed up ... you can recognize someone's face, voice, or clothing even with redaction over the video. FOIL is going to get someone killed one day. Right now, not a lot of people know about it. Once it goes mainstream to the news or goes public, everyone will do it. A lot of people are going to wish they never talked to the police." –Officer E

Citizens' Reaction to BWC

Four officers stated that generally the implementation of BWCs in the RPD has gone unnoticed. Researchers received various statements from these officers, from "no one really cares that it's (BWC) on," or "I thought we would see something from citizens but it doesn't bother them whether it's on or off." One officer articulated that when police respond to incidents, the involved parties tend to be more emotionally charged and often disregard the presence of a camera.

"When people are fighting or are very emotional, police BWCs are one of the last things on their mind. Since the camera has been here, nobody really seems to notice it. When they are emotional, they could care less about the camera."
–Officer F

Discretion in Camera Activation

Six officers articulated various situations where they would exercise their discretion in deciding whether or not to record an incident. These officers stated that it is not uncommon for witnesses to not want to make statements while being recorded. In these situations officers stated they turn off their BWCs if it's required to capture a statement.

One officer stated that he often uses judgement in deciding whether or not to tell parties involved in a case whether or not he is recording. The officer said that typically he does not tell individuals that the BWC is recording the incident. In situations that are emotionally charged, however, the officer stated that the BWC can serve as a useful tool in de-escalation. As mentioned previously, individuals tend to not notice BWCs, however, verbally signaling to people that the camera is recording tended to help subdue situations. Telling the involved parties that the BWC is recording the incident helps individuals regain their composure, as they do not want to be caught “acting like a fool on camera.”

Benefits of BWC Footage

All but one of the officers acknowledged the benefits of having BWC footage to be used as evidence. The officers cited numerous benefits that documenting their daily patrol work could include being able to compare footage to future statements and stories, allowing officers to go back and see what was missed, and providing a safety net for officers when faced with accusations.

In addition, one officer mentioned that having BWC footage can be really impactful when prosecuting cases. According to the officer, “having BWC footage shows the circumstances of the scene, or a victim, in its raw state.” This officer stated that in comparison to written reports, BWC video is able to put a jury in the shoes of the officer and show “what they had just walked into,” when referencing the quality of BWC footage.

Lastly, officers mentioned that BWCs greatly benefit the accuracy and thoroughness of report writing. Three of the officers had specifically mentioned that having footage to reference when writing reports is highly beneficial. Due to some incidents taking place over a time period of an hour or more, remembering the exact details of an incident can be difficult. Having a BWC allowed the officers to revisit the details of a case and include them in their reports in order to further ensure accuracy and thoroughness.

Conclusion & Summary

BWCs have been fully implemented since the early spring of 2017. The goal of these interviews were to have conversations with patrol officers of the Genesee Section after BWC implementation, and ultimately make reference to changes in perceived efficacy, concerns, and expectations of BWCs before implementation. Researchers noticed several themes that resulted

from these conversations and are discussed below.

The patrol officers of the Genesee Section indicated that the officers were highly comfortable with using BWCs, especially when compared to previous remarks made during interviews before BWC implementation. While officers described initial adaptations to BWCs, specifically turning on/off cameras as challenging, it was clear to researchers that the officers' were able to reliability follow the protocols within the RPD BWC recording policy.

Officers held strong opinions regarding RPD's implementation of BWCs. Officers stated that they understood why the department implemented BWCs (legitimizing policing, increasing public trust), but felt that the circumstances that their implementation nationwide such as the controversial shootings by police, were not an issue within the RPD. Furthermore, officers wished that their opinions were sought before implementation, and felt excluded from conversations that were held regarding initial thoughts and considerations of BWC deployment.

The largest concern these officers expressed pertained to FOI laws. Similar to the beliefs held by officers in the Clinton Section, these officers believed that FOIL'ed BWC video would violate their expectations of privacy, and in some circumstances, endanger the safety of officers and citizens. These concerns should be mitigated to some extent by being made aware of the RPD's ability to redact both the audio and the video, and that the videos are screened before being given to members of the community.

One significant concern was the decreased ability to choose not to make arrests, particularly in domestic incidents. One researcher was able to observe such a domestic incident, in which the victimized parties were forced to retract their accusation in order to avoid an arrest being made. Further examination should be considered to determine the scope and breadth of this issue.

Despite these concerns, officers believed that the BWCs could also benefit their patrol operations in a variety of ways. The descriptions of these benefits mirrored that of Clinton Section officers when pertaining to increased accuracy and thoroughness of report writing. The most significant benefit that was vocalized by the Genesee Section officers was the BWC's ability to expose deceptive and inaccurate statements made by citizens.

In conclusion, Genesee Section officers largely confirmed their beliefs regarding civilian awareness of BWCs prior to implementation. In short, officers stated that the BWCs have generally gone unnoticed by the general public, but when civilians are made verbally aware that

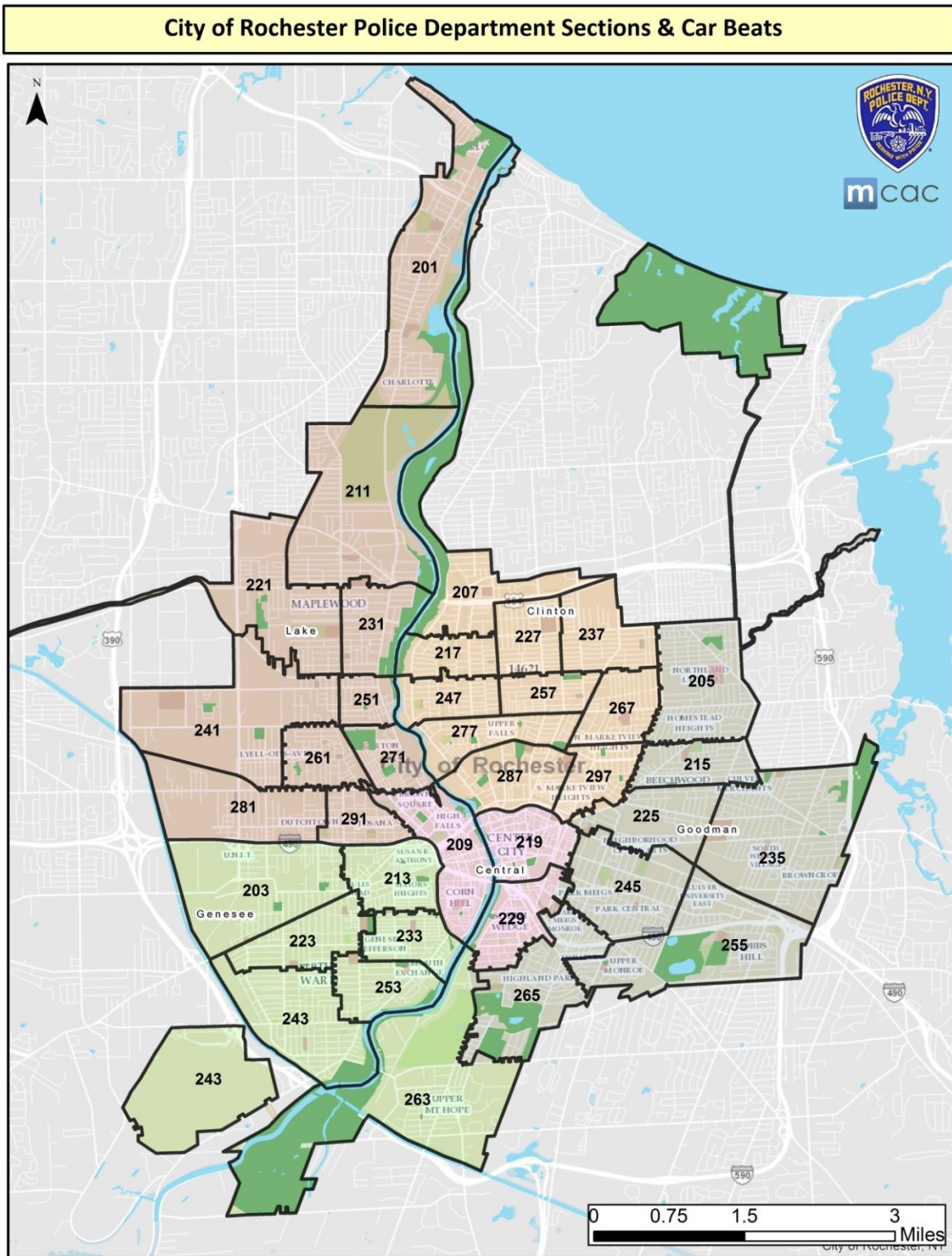
interactions are being recorded, could help diffuse charged interactions.

This report marks the final ride-along report that will be written by the researchers of the BWC project. The findings within this report are largely consistent with other sections. Future efforts by researchers will include interviews with other operations within policing, as well as to quantitatively verify the findings of the ride-along reports through the use of surveys.

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Appendix A



Appendix B:

Rochester Police Department Patrol Staffing

		Officers				5x2*	Total	Sergeants	Lieutenants	Investigators
		4x2 Work Week*								
Section	Platoon	Wheel A	Wheel B	Wheel C						
Lake	1st	7	7	7		21	3	1	0	
	2nd	8	8	8		24	4	1	2	
	3rd	10	10	10		30	5	1	3	
	4th				10	10	1	0	2	
	Total		25	25	25	10	85	13	3	7
Genesee	1st	5	5	5		15	2	1	0	
	2nd	7	7	7		21	4	1	2	
	3rd	8	8	8		24	4	1	3	
	4th				8	8	1	0	2	
	Total		20	20	20	8	68	11	3	7
Goodman	1st	5	5	5		15	2	1	0	
	2nd	7	7	7		21	4	1	2	
	3rd	8	8	8		24	4	1	3	
	4th				8	8	1	0	2	
	Total		20	20	20	8	68	11	3	7
Clinton	1st	7	7	7		21	3	1	0	
	2nd	8	8	8		24	4	1	2	
	3rd	10	10	10		30	5	1	3	
	4th				10	10	1	0	2	
	Total		25	25	25	10	85	13	3	7
Central	1st	3	3	3		9	1	1	0	
	2nd	3	3	3		9	2	1	1	
	3rd	3	3	3		9	1	1	1	
	4th				4	4	1	0	1	
	5th				10	10	1	0	0	
	Detail**				10	10	0	0	0	
	Total		9	9	9	24	51	6	3	3
Patrol Total		99	99	99	60	357	54	15	31	

Platoon	Hours	
1st	23:00-07:00	* Patrol personnel work either a 4 days on 2 days off rotating schedule or a fixed 5 days on 2 days off schedule.
2nd	07:00-15:00	
3rd	15:00-23:00	
4th	19:00-03:00	** Central section staffs a unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel.
5th	11:00-19:00	
Times may vary slightly by Section		

Appendix C:

A Framework Interview for Post-Implementation Ride Along

- g. What does a typical work day look like?
 - a. How long have you been a police officer?
 - b. How long have you been patrolling this area?
 - c. How long have you been working on this shift?
 - d. How long have you used a BWC?
 - e. How long do you spend on BWC related work per day (downloading footage, activating the camera)? Have BWC related processes contributed significantly to your workload? If so—has this interfered with patrol operations, and how?
 - f. Have you had to contact your supervisor more since using BWC?
 - g. How has your attitude towards BWC changed since its first deployment? What part of the process was difficult for you to get used to? (Ease of use, downloading and uploading data, camera activation, etc.)
 - h. Did you notice other changes after the BWC deployment?
 - 2. Do you think BWC has changed the nature of police work?
- g. Have you experienced changes in the nature of policing with the addition of BWC?
 - i. Do you think BWC made a change on your policing style? Or did you notice that you become more/less proactive because of BWC?
 - ii. When you have your BWC on, do citizens you encounter during calls for service tend to be more compliant/cooperative? Do citizens acknowledge the presence of BWC during interactions?
 - iii. Do you think BWC has affected your discretion? Example: whether or not make an arrest, give a traffic ticket, stop a person, use force, pay more attention to language etc.,
 - iv. Has the BWC presented any privacy concerns for yourself? If yes, could you explain?
- h. Possible changes in different kinds of encounters or calls due to BWC?
 - v. Family disturbances/domestic disputes?
 - vi. Repeated calls on same individuals?
 - vii. Early investigative activities
 - viii. Dealing with juveniles? (Especially in school settings)
- i. How has BWC changed the citizens' view of cooperation with police work?
 - i. Do you think there's a change in citizen's trust in police after BWC's deployment? (Justify certain cases?)
 - ii. Have you experienced circumstances where citizens questioned the camera and how the footage is being used or asked you to turn it off?
 - iii. Has the BWC affected police interactions with *witnesses or person with knowledge*? (not general police-citizen interactions) Has the BWC effected the quality of follow up investigative interviews?
 - iv. Has any of your BWC footage been used as evidence in court? Or have you heard of other officers' footage being used as evidence, what kinds of cases are they used for?
- h. Police Perception of BWC (Positive, Neutral, or Negative)
 - a. Do you perceive the BWC as an improvement of policing or do you tend to perceive it as a burden in your daily work? Why do you think so?
If Burden > Improvement

- What was the most difficult part with using/implementing the BWC? (Technology? Workload? Discretion? Policy? Privacy Etc.). Can you give an example?

If Improvement > Burden

- In what aspects has BWC improved policing? (Technology? Workload? Discretion? Policy? Etc.). Can you give an example?
- b. Now that you have had the chance to use a BWC, how do you feel about the expanding usage of BWCs nationwide?
 - c. Based on your knowledge of RPD's BWC implementation and nation-wide BWC implementation, how do you think RPD's BWC project could have been improved?
 - d. Do you think the amount of time and effort you spend on BWC related work affect your role as a police officer?
 - e.
 - f. Can you give me some examples of circumstances/locations/encounters where the presence of BWC (whether it's on or off) posed a major problem regardless of policy? (e.g., in homes, schools, with minors, in extreme weathers, particular kinds of events/witnesses)
 - g. Can you give me some examples of circumstances/locations/encounters where the presence of BWC (whether it's on or off) helped you solve the problem easily?
 - h. Is your opinion of body-worn cameras different now in comparison to when they first rolled out?
 - i. Are there any shifts or patrol areas that the BWC would provide more utility?

**Appendix VIIb: Survey of RPD Patrol Officers' Perceptions of the
BWC before Implementation: Full Report
9/14/2017**



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Abstract

This study is a quantitative assessment of perceptions held on body-worn cameras (BWC) in the Rochester Police Department (RPD) through the use of surveys. The purpose of this study was to explore whether police sections differ regarding how RPD officers perceived various BWC elements including: ease of use, effectiveness, changes in police approaches and conduct, as well as revolutions in police-civilian interactions. Having surveyed officers before the BWC implementation, this paper serves as a measureable baseline of RPD officer perceptions for BWCs can be identified. Future comparisons can be made to surveys collected after BWC implementation, and serve as an indicator of changes in perceptions of the overall BWC program and implementation.

Key words: *body-worn camera, survey, policing, perception*

Research Purpose

Body-worn cameras (BWC) are a new technology in policing that are presumed to have numerous implications and impacts within the criminal justice system. In the judicial system, BWCs are presumed to improve case clearance by providing more and stronger evidence relative to that case (White, 2014). For officers on patrol BWCs can provide an independent account when faced with allegations or civilian complaints, and offer expedited resolution of those matters (White, 2014). For the larger criminal justice system, BWCs are intended to improve the public's perception of police legitimacy and transparency by allowing the public access to these videos (White, 2014).

Determining the extent to which officers buy-in to the BWC technology is important as those with negative views of the camera may subvert agency efforts towards effective BWC implementation (Jennings, Fridell, & Lynch, 2014). Conversely, supportive officers may enhance the value of BWCs (Jennings et al, 2014). Therefore, providing a baseline measurement of officers' preconceptions of BWCs is important as it informs the agency in reference to measures or actions that can be taken to alleviate agency-wide concerns.

Within this report are detailed results of a survey that was conducted in all five patrol sections of the RPD before BWC implementation. These patrol sections are: Clinton, Central, Goodman, Genesee and Lake. The survey was disseminated prior to the implementation and serves as a reference point as to how the RPD officers expected BWCs to impact aspects of patrol work.

Methodology

In July of 2016, the RPD moved into the training and testing stage of the BWC implementation, which included the deployment of BWCs into its five patrol sections. The dissemination of BWCs was organized incrementally, where the roll-out of BWCs would occur in each sections depending on the completion of its assimilation into the previous sections. The RPD's deployment schedule which includes dates and times of BWC deployment can be referenced in Appendix A. As the implementation moved into a new section, officers in the section received trainings on BWC general operation and policies. After the initial training, surveys were administered by the BWC training officers through email after each training

session and compiled with the Qualtrics software (Qualtrics is an online survey collection software commonly used in research). Upon completion of the BWC roll-out, a total of 316 surveys were collected.

The survey used for this study was adapted from one used by Craig Uchida, Shellie Solomon, Christine Connor, and Muriel Shutinya from the Justice and Security Strategies (JSS) in Silver Springs, MD. That survey was modified from a pre-existing survey by Arizona State University which was administered within the Phoenix Police Department (Gramiglia, 2016). This version of the survey has been utilized in the Los Angeles Police Department (LAPD) and the Buffalo Police Department (BPD) in their research pertaining to police attitudes of BWCs and allows for cross-site comparisons where identical items are used.

One purpose of this study was to make comparisons between patrol sections from the survey data collected. The survey responses were allocated to sections based on the timeframe the survey was disseminated. To view the geographical locations of the patrol sections, see Appendix C.

In order to determine convergence and divergence of survey responses by section, statistical analyses were performed in order to inform the researchers on the extent of these differences. One-way Analysis of Variance (ANOVA) testing¹⁴ is often used in order to detect differences in means between groups and is appropriate for the analyses conducted below. The statistical results are enclosed as footnotes within the results section for reference.

Results

The results of the survey are described in the following sections. First, we discuss the specifics of the sample surveyed, including the proportions of officers assigned to the five patrol sections, as well as officer rank. Thereafter, the results of the survey questions are described and are categorized by question content. These categories are: “BWC Comfort and Ease of Use,” “Civilian Reactions to the BWCs,” “General Views of the BWCs,” and “Changes in Police Work from Implementing BWCs.” The results are discussed below.

Sample Descriptives

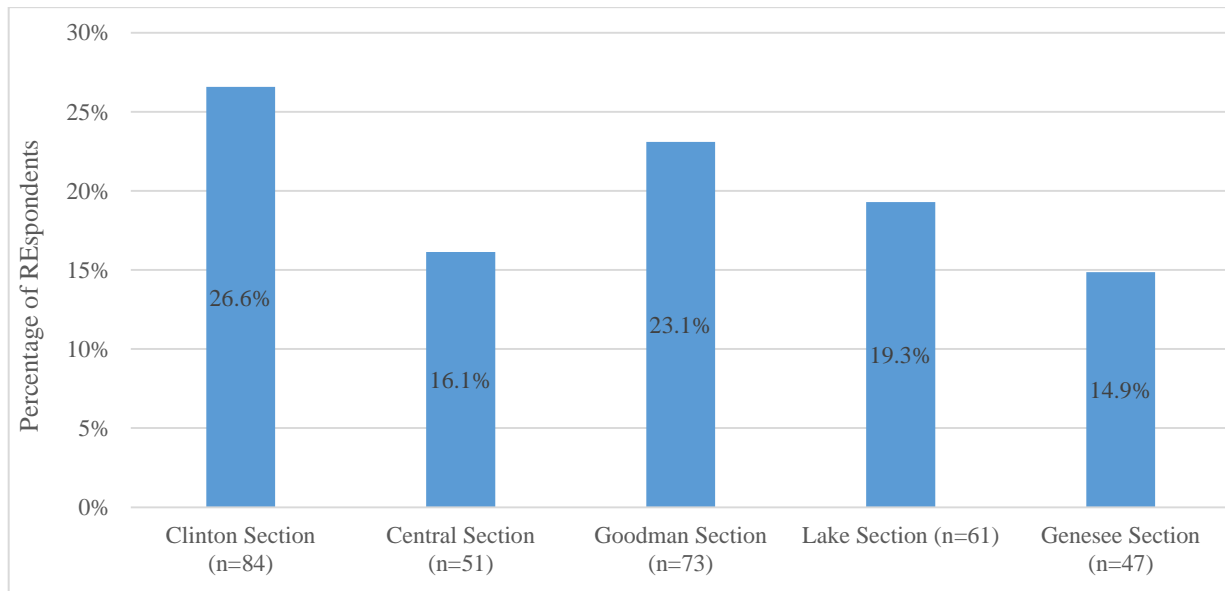
Patrol Section

Of the 316 officers surveyed, the largest proportion of officers were within the Clinton

¹⁴ The ANOVA tests were conducted using a Bonferroni Post-Hoc.

Section (26.6%; N=84). The second largest group of officers were in the Goodman Section (23.1%, N=73) followed by the Lake (19.3%, N=61), Central (16.1%, N=51), and Genesee Sections (14.9%, N=47 - See Figure 1). The response rate is similar to that of the overall assignment of patrol officers to sections, which can be referenced in Appendix B.

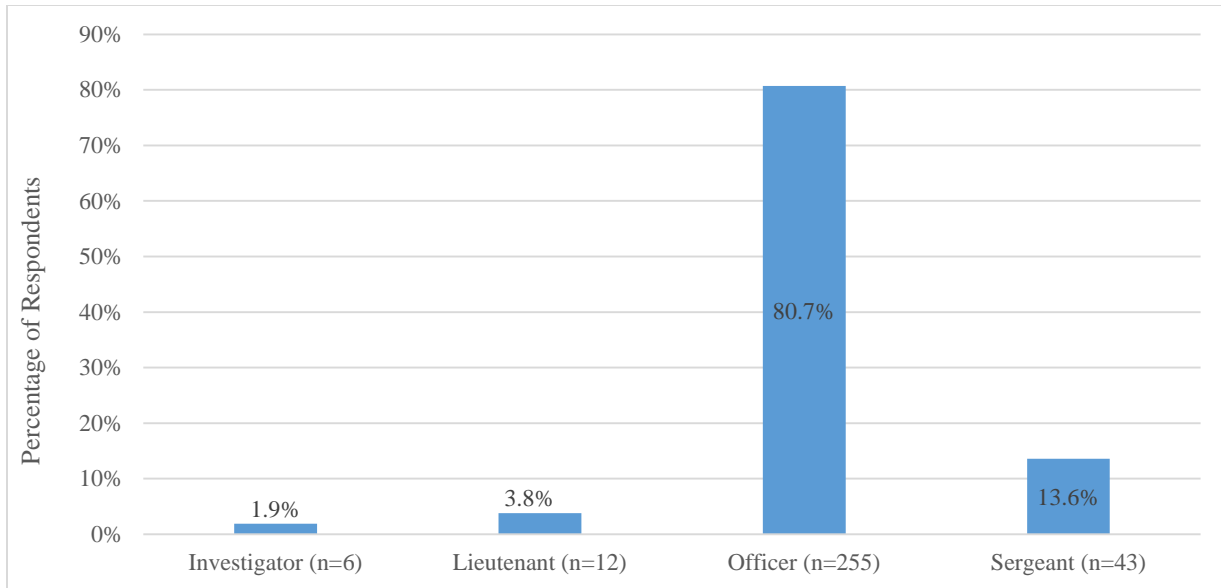
Figure 1: Percentage of Officer Respondents (N=316) in Each RPD Patrol Section



Rank

By large, the greatest quantity of survey respondents were identified as patrol officers (80.7%, n=255). The second largest portion of respondents were sergeants (13.6%, n=43). Lieutenants (3.8%, n=12) and investigators (1.9%, n=6) represented the smallest portion of the sample. This is expected, due to police organizational structure, and also that investigators and lieutenants were not presumed to be primary users of the BWC and were not likely to have been given a survey to complete.

Figure 2: Percentage of Officer Respondents' (N=316) Rank Position



Survey Results

BWC Comfort and Ease of Use (For Chart Reference, See Appendix D)

Respondents were asked to read six statements pertaining to the RPD officers’ perceived level of comfort and ease of use in implementing BWCs. The officers could respond with “strongly agree,” “agree,” “disagree,” and “strongly disagree.” In order to easily make comparisons across sections, responses of “strongly agree” and “agree” were recoded into overall agreement for all of the statements within the survey. The response choices are consistent across all survey responses categories, with exception to the questions in tables below that are featured with asterisks, which had response choices of “yes” and “no.” These six statements included in this passage were:

Q1: I Am Fearful That I Will Receive Disciplinary Actions If I Forget To Turn On The Camera. (N=315)
Q2: With Proper Training, I Will Be Confident to Use the Cameras. (N=315)
Q3: Wearing a Body-Worn Camera Will Cause Me Stress and Anxiety. (N=315)
Q4: It Will Be Easy to Retrieve Footage From Storage. (N=316)
Q5: Downloading the Data Will Be A Simple Process. (N=316)
Q6: Body-Worn Cameras Will Be Comfortable To Wear. (N=316)

The results of this portion of the survey showed similarities in responses to statements amongst the five patrol sections, as there was no indication in the results of the ANOVA test of statistically significant differences. In other words, the responses to the above six statements

were consistent across all five patrol sections.

On *average*¹⁵ across all five sections, officers feared for disciplinary actions if they forgot to turn on the camera (71.4%). Additionally, officers responded with less agreement (27.5%) to the statement “body-worn cameras will be comfortable to wear,” and are confident to use body-worn cameras with proper training (76.8%). However, the statement(s) “it will be easy to retrieve footage from storage,” “downloading the data from the cameras will be a simple process,” and “wearing a body-worn camera will cause me stress and anxiety” yielded mixed levels of agreement at 56.6%, 49.7%, and 44.8% respectively. Overall these results indicated that pre-implementation perceptions regarding use were split between positive and negative views, and perhaps the fact that the survey was delivered a part of training, the confidence in training diverged from that pattern. As noted this could be an area of resistance or an opportunity to get patrol and first-line supervision to buy-in to the program going forward, and follow-up surveys may illuminate that outcome.

Civilian Reactions to the BWCs (Appendix E)

Six statements are categorized into this section entitled “civilian reactions to the BWC.” The following statements relate to impacts on police-civilian encounters, police-community relationships, civilian complaints, civilian privacy, and witness cooperation. The six statements are:

Q1: In General, Citizens Will Feel That The Cameras Are An Invasion of Their Privacy. (N=316)
Q2: Citizens Will Be Less Likely To File Complaints Against Officers Using Body-worn Cameras. (N=316)
Q3: Using Body-worn Cameras Will Deter Witnesses From Speaking With Officers. (N=316)
Q4: Body-worn Cameras Will Improve Police-Community Relationships. (N=316)
Q5: Citizens Will Be More Cooperative With An Officer Wearing A Body Camera. (N=316)
Q6: Citizens Will Be More Respectful Knowing an Officer Is Wearing A Body Camera. (N=316)

The results of the ANOVA test depicted that for statements 1-5, officers responded similarly, with no aggregate section responses reaching the levels of statistical significance. However, statement 1 “In general, citizens will feel that the cameras are an invasion of their

¹⁵ On average, meaning combined percentages between all five sections

privacy,” displayed divergence in survey responses amongst the patrol sections.¹⁶

According to the ANOVA test, the Clinton, Lake, and the Goodman Sections showed significant differences amongst each other in response to statement 1. The Clinton Section officers reported significantly lower agreement (52.4%) that the BWC will be seen as an invasion of their privacy in contrast to the Lake (75.4%) and Goodman Sections (78.1%). The Goodman Section officers responded with significantly higher agreement in comparison to Clinton and Lake Section officers. The Lake Section was only significantly higher than the Clinton Section in terms of agreement to statement 1.

On *average*, officers across all five sections tended to agree that BWC would be substantially less effective at: improving citizen respectfulness (25%), improving citizen cooperation (17.4%), improving police-community relationships (19%), and decreasing complaints filed against officers (33.2%). Additionally, officers on average were inclined to agree that BWCs will: deter witnesses from speaking with officers (80.7%), and be perceived as an invasion of privacy by citizens (66.1%).

In general, officers responded to survey questions with confidence regarding the BWCs impact on civilian behavior, perceptions of the BWC, and perceptions of police with BWCs. Collectively, officers had tended to have uniform response patterns when answering these questions. Put differently, large majorities agreed or disagreed to the statements. These findings confirm the statements made by patrol officers during the interviews held before camera implementation, where officers generally stated BWCs would not have any impact on civilian actions, relationship with police, among others.

However, there were differences in how officers perceived the extent to which BWCs would be viewed by civilians as an invasion of their privacy. The Clinton Section believed the least that BWCs would be seen as an invasion of privacy, versus Goodman Section, who agreed with this statement the most. This may potentially be due to the unique nature, as well as differences in calls-for-service that officers described responding to in pre-implementation ride-alongs.

General Views of the BWC (Appendix F)

In this section results are reported on the perceptions of statements in regards to officers’

¹⁶ [F (4, 311) = 3.73, p = .006] In plain language, finding a contrast of the size reported here would happen by chance only 6 times in 1000, indicating that the differences across sections reported here are not due to chance, but are section level differences in response to the question posed.

general views and expectations of the BWCs. These statements pertain to: officer privacy concerns, improvements in policing outcomes and processes, views of the public's interpretations of BWCs, and views of the BWC as it applies to their department and their colleagues. The statements can be referenced in the table below.

Q1: I Support The Use of Body-Worn Cameras On All Patrol (N=315)
Q2: The Advantages of Police Departments' Adopting Body-Worn Cameras Outweigh the Disadvantages. (N=315)
Q3: Using Body-Worn Cameras Will Increase Public Trust in Police. (N=315)
Q4: The Use of Body-Worn Cameras Is Well Received By Coworkers. (N=315)
Q5: Footage From Body-Worn Cameras Will Improve The Quality of Evidence. (N=316)
Q6: The General Public Should Be Able To View Footage From Body-worn Cameras.* (N=316)
Q7: Body-worn Cameras Will Be A Distraction When I Perform My Daily Tasks.* (N=316)
Q8: Body-cameras Will Help Secure Convictions.* (N=316)
Q9: Using Body-Cameras Will Be An Invasion of My Privacy.* (N=316)

For all the statements included in the general BWC views in policing, the ANOVA test suggested strong similarities in agreement to statements amongst the five patrol sections. Put differently, there were no differences in how officers responded across these five sections that reached conventional levels of statistical significance.

Within this category of statements, officers responded consistently to statements 2-8. Across all five sections, roughly two-thirds of RPD officers believed that: BWCs would help secure convictions (74.1%), the general public should not be able to view BWC footage (78.2%), the BWC is not received well by coworkers (82.9%) and will not increase public trust in officers (75%).

Slightly more than half of the RPD officers believed that: BWCs would be a distraction when performing daily tasks (66.8%), that BWC footage will improve evidence quality (67.4%), and that the advantages of BWCs will not outweigh the disadvantages (61.3%). However, statements 1 and 9 elicited mixed responses, with 53.5% believing BWCs are an invasion of their privacy, and less than half supporting the use of BWCs on all patrol (46%).

Changes in Police Work from Implementing BWCs (Appendix G)

Nine statements were assorted into this subsection pertaining to changes in police work that due to BWC implementation. The statements included pertained to officer: improvements in report writing, accounts of an incident, and performance; decreases in use of force, safety, discretion, and communication; and the ability to follow departmental procedures. The

statements included can be referenced below.

Q1: When Officers Wear Cameras, They Will Communicate Less With Their Partners While On Patrol. (N=315)
Q2: Officer Performance Will Be Positively Impacted By Body-worn Cameras. (N=315)
Q3: Body-worn Cameras Will Decrease Officer Safety. (N=315)
Q4: Body-worn Cameras Will Affect An Officer's Decision To Use Force. (N=316)
Q5: Officers Will Feel They Have Less Discretion When Using Body-worn Cameras. (N=316)
Q6: Officers Will Be Less Likely To Make Stops and Arrests When Using Body-worn Cameras. (N=316)
Q7: Officers Using Body-worn Cameras Will Be More Likely To Follow Department Procedures When They Encounter Members of The Public. (N=316)
Q8: Officers Will Have A More Accurate Account of What Has Transpired When Using A Body-worn Camera. (N=316)
Q9: Body-worn Cameras Will Reduce The Time Spent Writing Reports. (N=316)

According to the ANOVA, there were two statements that had significant sectional differences in how officers chose to respond. The two statements with substantial variation by section were: “Officers will have a more accurate account of what has transpired when using a body-worn camera,”¹⁷ and “officers will feel they have less discretion when using body-worn cameras.”¹⁸

The statistical test indicated officers in the Clinton and Lake Sections had significant contrasts in their perceptions that the BWC will help officers have a more accurate account of what transpires during incidents. The officers of the Lake Section agreed the most to this statement (82%) while the Clinton Section agreed significantly less (60.7%). The other three sections fell in between the range of these two percentages.

The statement, “officers will have less discretion when using body-worn cameras,” had significant differences in how officers in the Goodman and Central sections responded. Almost all Goodman Section officers agreed with this statement (93.2%) and two-thirds of Central Section officers agreed to this statement (72.5%). Overall, the average agreement to this statement was high, with 83.9% of all officers agreeing to this statement but the divergence between Goodman and Central was a statistically significant contrast.

Otherwise, officers responded in a similar fashion to statements regarding changes in patrol work as a result of using BWCs. On average, most officers believed BWCs will not reduce

¹⁷ [F (4, 311) = 2.72, p = .03] Clinton and Lake contrasts were found to be statistically different, with a contrast that would be had by chance 3 times in 100.

¹⁸ [F (4, 311) = 3.24, p = .013] Significant differences in survey responses between Goodman and Central would only occur approximately 1 out of every 100 times by chance.

time spent on paperwork (94.3%) and will cause officers to communicate less with their partners while on patrol (72.1%). Just over half of officers believed that they will: have a more accurate account of incidents with BWCs (69.3%), be more likely to follow department procedures when interacting with the public (66.5%), be less likely to make stops and arrests while wearing BWCs (61.1%), and that cameras will affect an officer's decision to use force (65.5%). Officers expressed mixed views on whether BWCs will decrease officer safety (45.1%).

Generally, officers were confident regarding changes in policing due to BWCs. In relation to ride-along findings, decreases in police discretion was a topic that was discussed quite heavily in contrast to these other statements. Post-implementation surveys and ride-alongs will give more insight to this topic, as decisions involved in making arrests are one of the most impactful decisions police officers make.

Conclusion & Summary

The results of the survey indicated to the researchers that there was a general consensus regarding the expectations, perceived effectiveness, and beliefs pertaining to BWCs across all five RPD patrol sections. Three of thirty statements/questions elicited variation in survey responses that uncovered statistically reliable differences across sections. These strong similarities in perceptions are consistent with occupational depictions of police culture, wherein officers feel similarly in regards to a variety of aspects pertaining to their job due to the strong cultural presence in policing (Paoline, 2003). The survey results show strong similarities across sections in terms of beliefs about ease of use, civilian reactions to BWC, general concerns, and expected changes in police work.

Overall, it was apparent in the survey responses that the RPD officers as a whole, while confident in their ability to adapt to BWCs, are skeptical in regards to its impact in policing. The results indicate that the officers believe minimal changes will occur in police-community interactions due to BWCs, and if anything, will deter witnesses from speaking to police and be perceived by citizens as an invasion of privacy.

The officers believed that BWCs could enhance their ability to conduct their patrols, stating that it would improve evidence collection, improve the ability to obtain convictions, and improve officer recollection of incidents. However, these improvements were considered to not outweigh the negatives, and was interpreted as a distraction in patrol work, while potentially alleviating the officers of their discretionary decision-making.

Restated, officers were confident in their assimilation of BWC into patrol work as a whole, however, officers were not convinced, prior to implementation, that the benefits the BWCs deliver outweigh the potential negative consequences of adding additional responsibilities to their jobs. This interpretation of the BWC by the RPD officers are consistent with existing literature on officers' perceptions of BWCs in other departments. Future papers will examine these departmental differences more closely. Additionally, a subsample of officers will be resurveyed in order to identify whether (and if so, to what extent) or not these perceptions changed after BWC implementation.

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Appendix A:

RPD's BWC Deployment Schedule

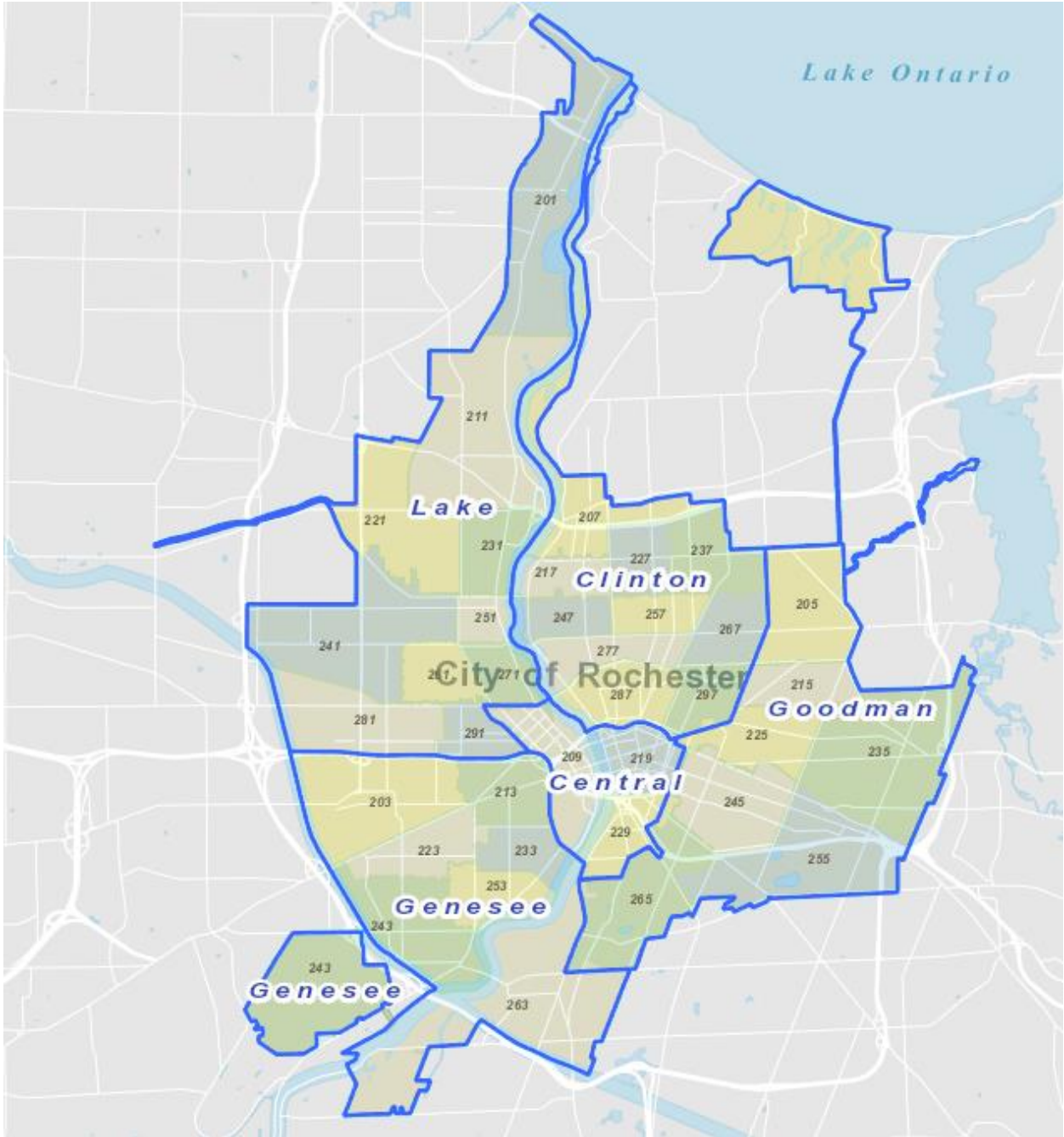
Section	Planned Start	Planned Completion
Clinton	07/05/16	10/07/16
Central	10/11/16	11/04/16
Goodman	11/08/16	12/05/16
Lake	12/06/16	1/06/17
Genesee	01/10/17	02/03/17
Special Operations	02/07/16	03/03/17

Appendix B:

		Officers				5x2*	Total	Sergeants	Lieutenants	Investigators
		4x2 Work Week*								
Section	Platoon	Wheel A	Wheel B	Wheel C						
Lake	1st	7	7	7		21	3	1	0	
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	2nd	7	7	7		21	4	1	2	
	3rd	8	8	8		24	4	1	3	
	4th				8	8	1	0	2	
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	3rd	3	3	3		9	1	1	1	
	4th				4	4	1	0	1	
	5th				10	10	1	0	0	
	Detail**				10	10	0	0	0	
	Total	9	9	9	24	51	6	3	3	
Patrol Total		99	99	99	60	357	54	15	31	

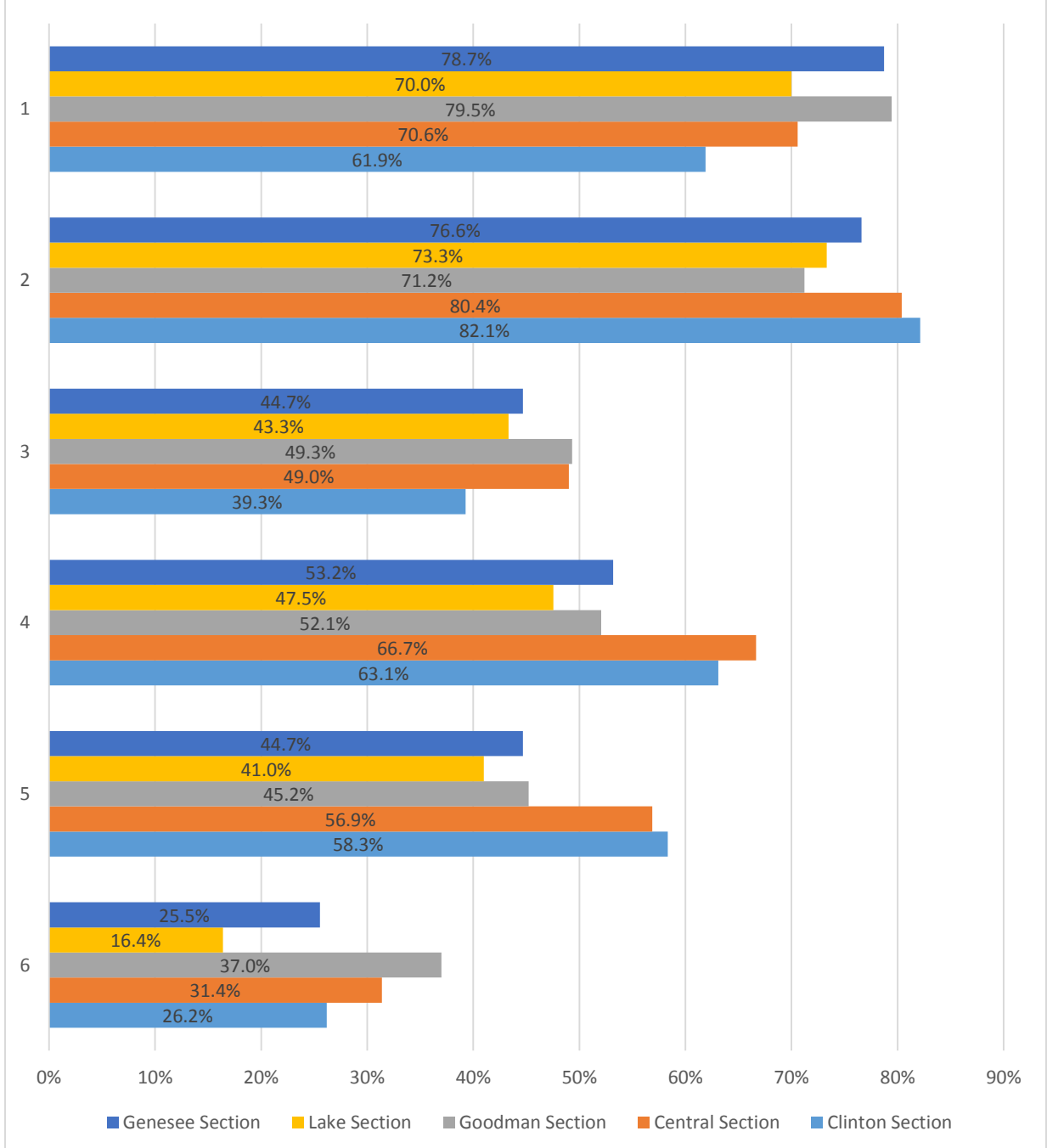
Platoon	Hours								
1st	23:00-07:00								
2nd	07:00-15:00								
3rd	15:00-23:00								
4th	19:00-03:00								
5th	11:00-19:00								
*Patrol personnel work either a 4 days on 2 days off rotating schedule or a fixed 5 days on 2 days off schedule.									
** Central section staffs a unique combination of foot posts and walking beats in the downtown business district between its 5th platoon and detail personnel.									
Times may vary slightly by Section									

Appendix C:



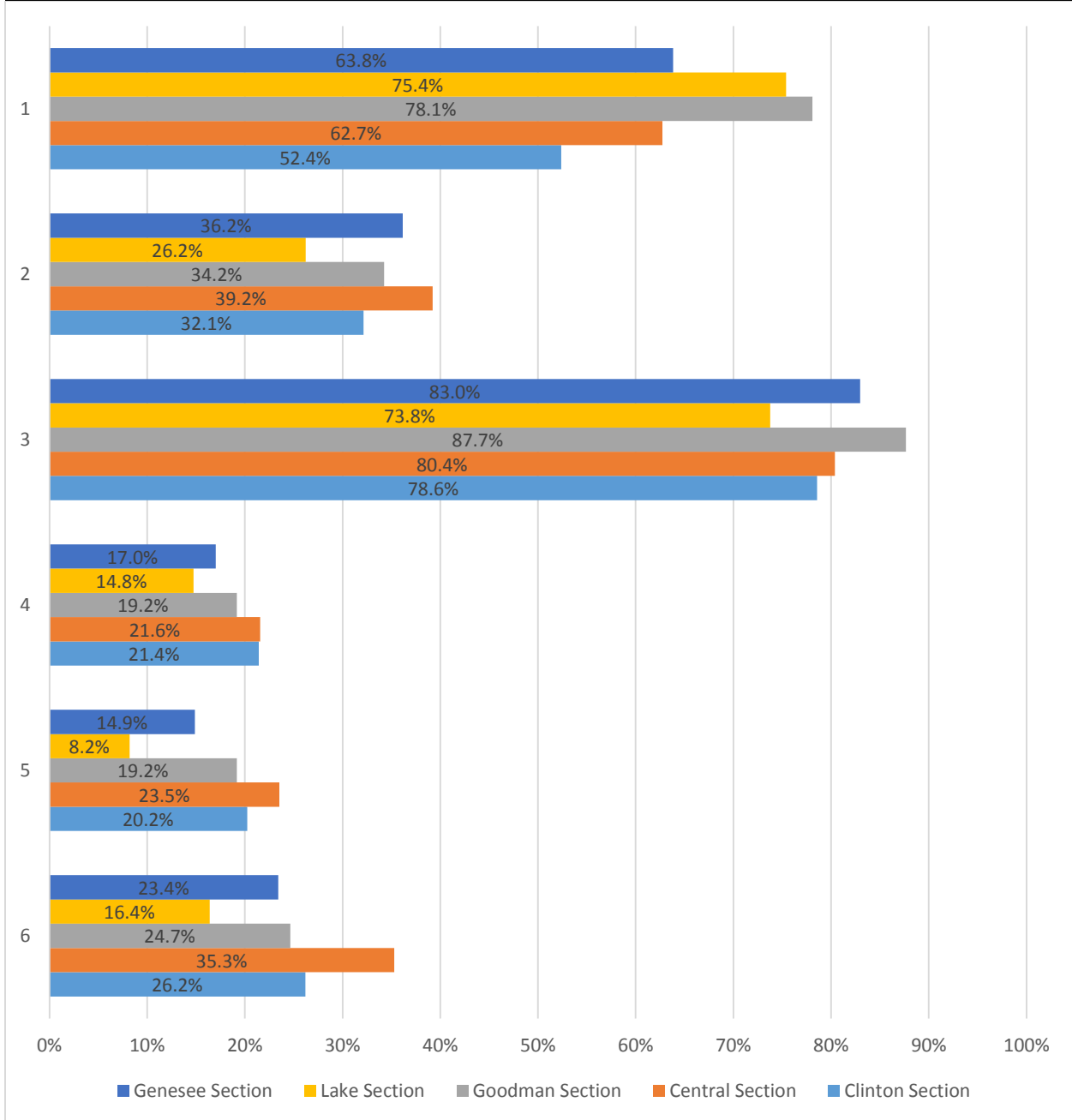
Appendix D: Ease of Use Statements, Percent of Officers Strongly Agreeing/Agreeing With Statements

Q1: I Am Fearful That I Will Receive Disciplinary Actions If I Forget To Turn On The Camera. (N=315)
Q2: With Proper Training, I Will Be Confident to Use the Cameras. (N=315)
Q3: Wearing a Body-Worn Camera Will Cause Me Stress and Anxiety. (N=315)
Q4: It Will Be Easy to Retrieve Footage From Storage. (N=316)
Q5: Downloading the Data Will Be A Simple Process. (N=316)
Q6: Body-Worn Cameras Will Be Comfortable To Wear. (N=316)



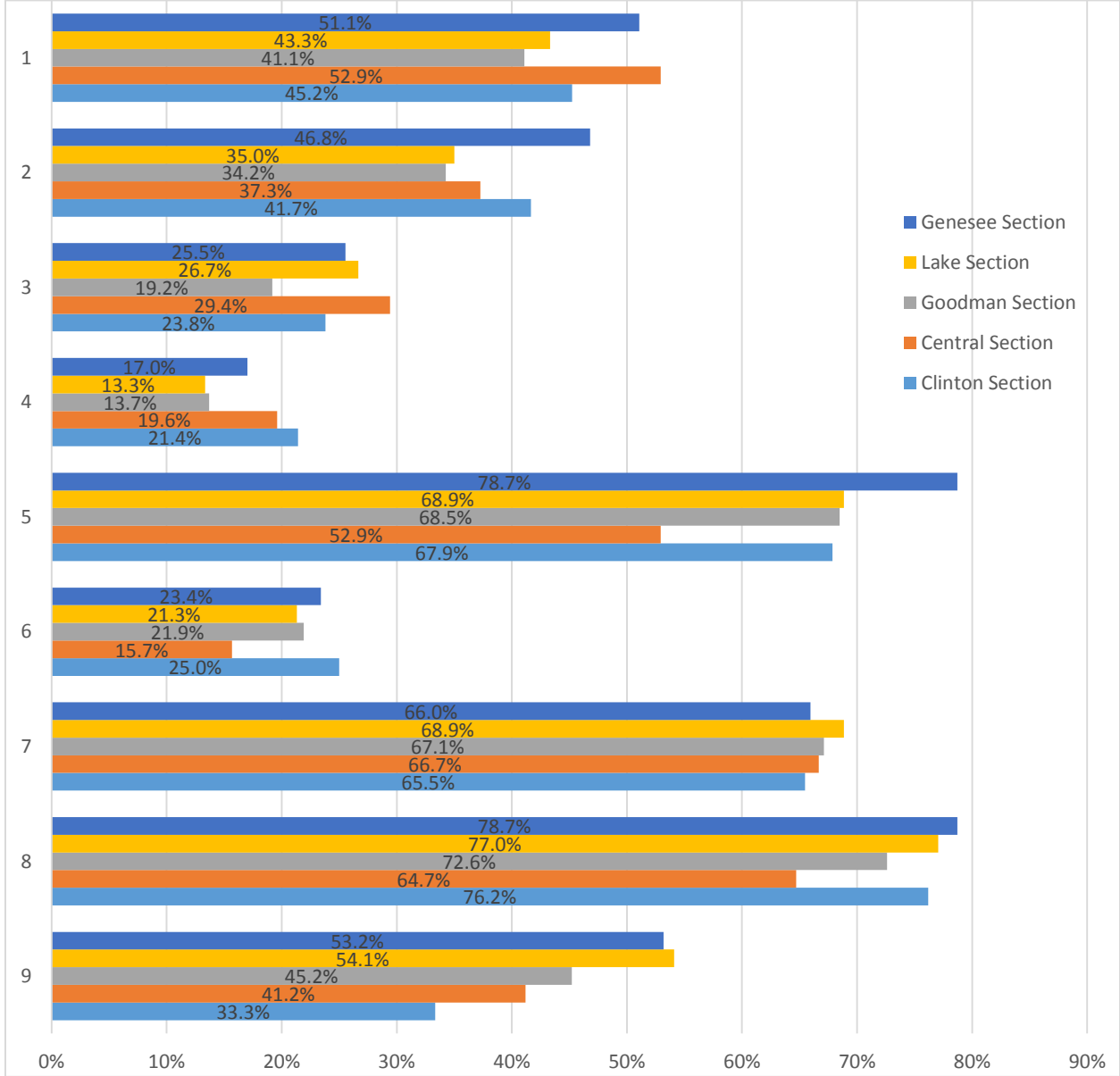
Appendix E: Civilian Reactions to BWCs, Percent of Officers Strongly Agreeing/Agreeing With Statements

Q1: In General, Citizens Will Feel That The Cameras Are An Invasion of Their Privacy. (N=316)
Q2: Citizens Will Be Less Likely To File Complaints Against Officers Using Body-worn Cameras. (N=316)
Q3: Using Body-worn Cameras Will Deter Witnesses From Speaking With Officers. (N=316)
Q4: Body-worn Cameras Will Improve Police-Community Relationships. (N=316)
Q5: Citizens Will Be More Cooperative With An Officer Wearing A Body Camera. (N=316)
Q6: Citizens Will Be More Respectful Knowing an Officer Is Wearing A Body Camera. (N=316)



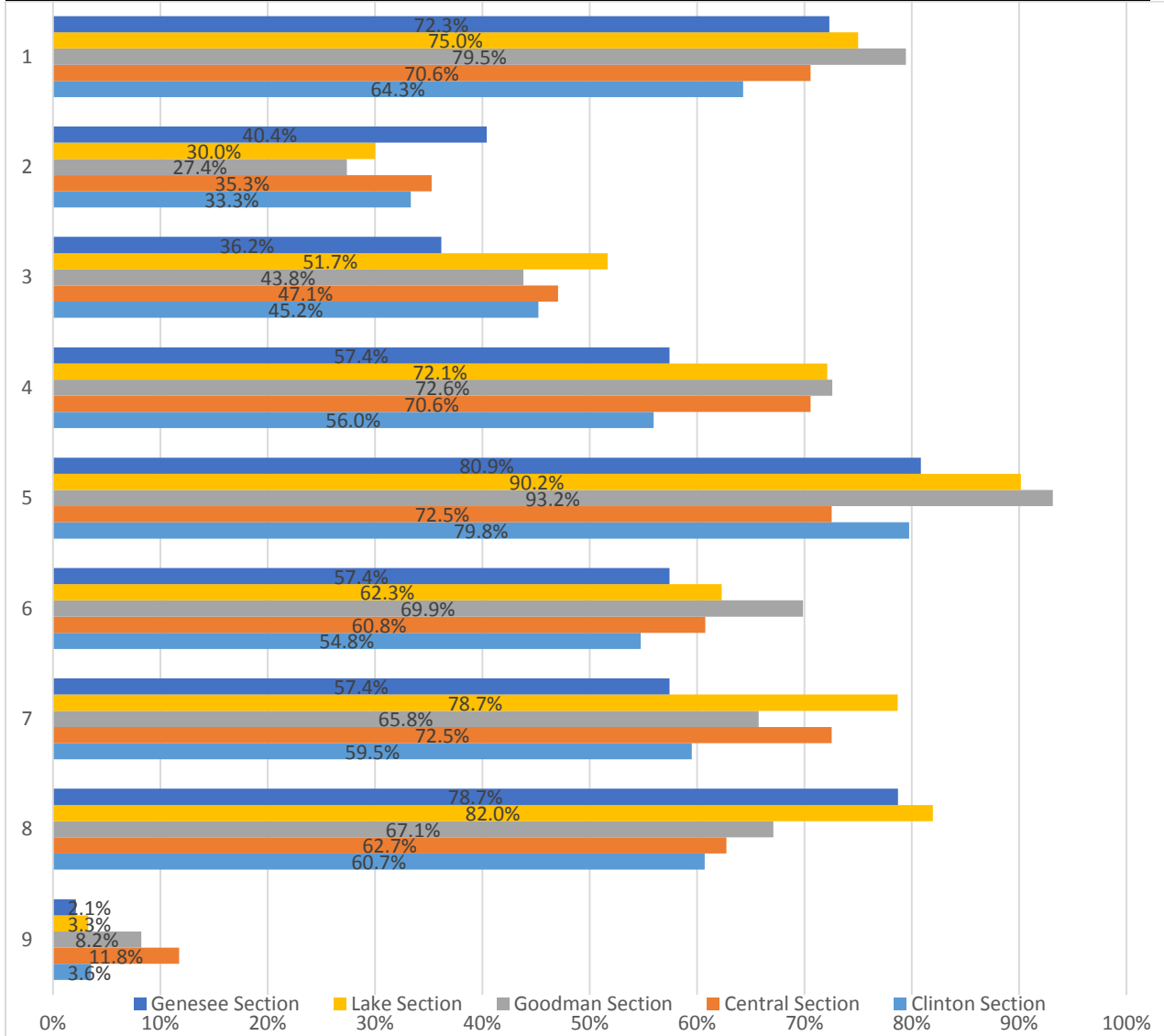
Appendix F: General Views of BWCs Statements, Percent of Officers Strongly Agreeing/Agreeing to Statements

Q1: I Support The Use of Body-Worn Cameras On All Patrol (N=315)
Q2: The Advantages of Police Departments' Adopting Body-Worn Cameras Outweigh the Disadvantages. (N=315)
Q3: Using Body-Worn Cameras Will Increase Public Trust in Police. (N=315)
Q4: The Use of Body-Worn Cameras Is Well Received By Coworkers. (N=315)
Q5: Footage From Body-Worn Cameras Will Improve The Quality of Evidence. (N=316)
Q6: The General Public Should Be Able To View Footage From Body-worn Cameras.* (N=316)
Q7: Body-worn Cameras Will Be A Distraction When I Perform My Daily Tasks.* (N=316)
Q8: Body-cameras Will Help Secure Convictions.* (N=316)
Q9: Using Body-Cameras Will Be An Invasion of My Privacy.* (N=316)



Appendix G: Statements Regarding Changes in Police Work, Percent of Officers Strongly Agreeing/Agreeing With Statements

Q1: When Officers Wear Cameras, They Will Communicate Less With Their Partners While On Patrol. (N=315)
Q2: Officer Performance Will Be Positively Impacted By Body-worn Cameras. (N=315)
Q3: Body-worn Cameras Will Decrease Officer Safety. (N=315)
Q4: Body-worn Cameras Will Affect An Officer's Decision To Use Force. (N=316)
Q5: Officers Will Feel They Have Less Discretion When Using Body-worn Cameras. (N=316)
Q6: Officers Will Be Less Likely To Make Stops and Arrests When Using Body-worn Cameras. (N=316)
Q7: Officers Using Body-worn Cameras Will Be More Likely To Follow Department Procedures When They Encounter Members of The Public. (N=316)
Q8: Officers Will Have A More Accurate Account of What Has Transpired When Using A Body-worn Camera. (N=316)
Q9: Body-worn Cameras Will Reduce The Time Spent Writing Reports. (N=316)



Appendix VIIIa: Researcher Efforts from January 2016th to September 30th, 2017

Description	Researcher Efforts	Location	Dates
Attend Bi-Weekly BWC Team Core Meetings	Attend bi-weekly meetings with the BWC Team. In these meetings, researchers observed and documented the process of the BWC implementation, issues with the implementation, etc.	Public Safety Building -185 Exchange Blvd, Rochester, NY 14614	February 2 nd , 2016- May 18 th 2017
Pre-Implementation Ride Along Interviews (10) in the Clinton Section	CPSI researchers conducted ride-along interviews with officers pre-BWC in order to identify anticipated concerns, feelings, and expectations of BWCs.	Rochester Police Department (Clinton Section) 630 N Clinton Ave, Rochester, NY 14605	April 2016-May 2016
Qualtrics Surveys Pre-Implementation	CPSI Researchers collected surveys with the coordination of RPD Officials To Collect Quantitative Survey Pertaining to BWCs prior to Implementation	Rochester Police Department (All 5 Sections)	July 2016-March 2017
Observe BWC Train-the-Trainer	Researchers attended BWC “super-user” trainings to observe and document officer interactions with BWC units.	Rochester Police Department (Clinton Section) 630 N Clinton Ave, Rochester, NY 14605	Thursday, July 7 th , 2016
RPD BWC Community Presentation	Researchers attended and recorded the dialogue between community members and RPD officials during the BWC Community Presentation	Rochester Police Department Central Section	Wednesday, July 20 th , 2016
Community Surveys (TIPS –Trust, Information, Programs,	Researchers did door to door surveys which included questions	Norton Village Rec Center, Rochester	July 28 th , 2016

and Services)	pertaining BWC awareness, impacts on police-community relations, and BWC footage fairness of usage	Edgerton Park, Rochester	August 25 th , 2016
Observe BWC Train-the-Trainer	Researchers attended BWC “super-user” trainings to observe and document officer interactions with BWC units.	Rochester Police Department (Clinton Section) 630 N Clinton Ave, Rochester, NY 14605	Wednesday, August 10 th , 2016
BWC Community Focus Groups (19)	Researchers conducted focus groups with community members pertaining to anticipated impacts, effects, benefits, and concerns of BWCs (was incorporated from pre-existing study)	City of Rochester (Multiple Locations)	August 2015-September 2016
Observe BWC Train-the-Trainer	Researchers attended BWC “super-user” trainings to observe and document officer interactions with BWC units.	Rochester Police Department (Clinton Section) 630 N Clinton Ave, Rochester, NY 14605	Monday, August 15 th , 2016
Interviews with RPD Investigators Pre-BWC	Semi-structured interviews with investigators pertaining to anticipated concerns, benefits, and expectations of BWCs.	Rochester Institute of Technology 1 Lomb Memorial Drive, Rochester, NY 14623	Tuesday, August 16 th , 2016
Meeting with RPD Data Specialist	Researchers met with RPD data specialist to discuss the data collection process and strategy in collecting quantitative data	Public Safety Building -185 Exchange Blvd, Rochester, NY 14614	Friday, September 16 th , 2016
Pre-Implementation Ride Alongs (4) in the Goodman Section	CPSI researchers conducted ride-along interviews with officers in order to identify anticipated concerns, feelings, and	Rochester Police Department (Goodman Section) 630 N Clinton Ave, Rochester,	October 2016-November 2016

	expectations of BWCs.	NY 14605	
RPD BWC Community Presentation	Researchers attended RPD's community presentation to record questions asked by the community and RPD BWC teams' responses to these questions	Aquinas High School 1127 Dewey Ave, Rochester, NY 14613	Wednesday, November 2 nd , 2016
RPD BWC Community Presentation	Researchers attended RPD's community presentation to record questions asked by the community and RPD BWC teams' responses to these questions	158 Orchard St, Rochester, NY 14611	Friday, November 4 th 2016
Pre-Implementation Ride Alongs (4) in the Lake Patrol Section	CPSI researchers conducted ride-along interviews with officers pre-BWC in order to identify anticipated concerns, feelings, and expectations of BWCs.	Rochester Police Department (Lake Section) 1099 Jay St. Rochester, NY 14611	October 2016- November 2016
Pre-Implementation Ride Alongs (4) in the Genesee Patrol Section	CPSI researchers conducted ride-along interviews with officers pre-BWC in order to identify anticipated concerns, feelings, and expectations of BWCs.	Rochester Police Department (Genesee Section) 1099 Jay St. Rochester, NY 14611	January 2017
Post-Implementation Ride Alongs (10) in the Clinton Section	CPSI researchers conducted ride-along interviews with officers post-BWC in order to identify benefits, concerns, and issues with BWC implementation.	Rochester Police Department (Clinton Section) 630 N Clinton Ave, Rochester, NY 14605	February 2017- March 2017
Interviews with Clinton Section Supervisors (2)	CPSI Researchers interviewed Clinton Section Supervisory Officers in regards to their experiences with BWCs.	Rochester Police Department (Clinton Section) 630 N Clinton Ave, Rochester, NY 14605	March 2017-April 2017
Interview with RPD Investigator (1)	CPSI Researchers interviewed an investigatory officer in	Rochester Police Department (Clinton Section)	May 2017

	regards to their experiences with BWCs.	630 N Clinton Ave, Rochester, NY 14605	
Interview with Internal Affairs (PSS) (1)	CPSI Researchers had an interview with PSS agents pertaining to BWCs and their impact on complaint resolution	Phone Interview	June 14 th , 2017
Post-Implementation Ride Alongs (10) in the Genesee Section	CPSI researchers conducted ride-along interviews with officers post-BWC in order to identify benefits, concerns, and issues with BWC implementation.	Rochester Police Department (Genesee Section) 1099 Jay St. Rochester, NY 14611	June 2017-July 2017
Interviews with the DA and ADA's (8)	CPSI researchers interviewed the DA and ADA's pertaining to BWC impact (case resolution, case outcome, expedition of video, anticipated long term changes, plea bargaining, trials, etc.)	Monroe County District Attorney's Office 47 South Fitzhugh St, Rochester, NY 14614	June 2017-July 2017
Interviews with Defense Attorneys (9)	CPSI researchers interviewed Public Defenders pertaining to BWC impact (case resolution, case outcome, expedition of video, anticipated long term changes, plea bargaining, trials, etc.)	Monroe County Public Defender's Office 10 South Fitzhugh Street, Rochester, NY 14614	June 2017-July 2017
Interviews with Rochester City Court Judges (2)	CPSI researchers interviewed Judges pertaining to BWC impact (case process changes, outcome changes, legal motions, court procedures/processes)	123 Public Safety Building Rochester, NY 14614	June 2017-July 2017
Post-Implementation Patrol Officer Qualtrics Surveys Clinton Section (6	CPSI Researchers collected surveys with the coordination of RPD Officials To	Rochester Police Department (Clinton Section) 630 N Clinton	August 2017 23:00 Wheels 14:00 Wheels 07:00 Wheels

Wheels/Visits)	Collect Quantitative Survey Pertaining to BWCs After Implementation	Ave, Rochester, NY 14605	
Community Surveys (TIPS –Trust, Information, Programs, and Services)	Researchers did door to door surveys which included questions pertaining BWC awareness, impacts on police-community relations, and BWC footage fairness of usage	Aberdeen Square Park, Rochester, NY Pulaski Park, Rochester, NY Thomas P Ryan Center	June 29 th , 2017 July 27 th , 2017 August 24 th , 2017

**Appendix IXb: Comparison of the RPD Patrol Officers' Perceptions of
BWCs with Surveys Before and After Implementation: Full Report
11/28/17**



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Abstract

This study is a quantitative analysis of survey data on perceptions held on body-worn cameras (BWC) in the Rochester Police Department (RPD). Results of this report aim to inform stakeholders how patrol officers perceive BWCs after implementation (N=58), and the changes in these perceptions from before implementation (N=58). To accomplish this the report discusses comparisons of surveys that were collected before and after BWC implementation. Data analysis identified changes in patrol officers' perceived BWC effectiveness, patrol processes and organizational efficiency, as well as existing concerns with BWC implementation. The results of this analysis are intended to inform BWC stakeholders of officers' outstanding concerns with BWCs, and guide further actions that may be taken to alleviate these concerns.

Key words: body-worn camera, survey, policing, perception

Research Purpose

BWCs, as of late, have been a popular solution to various issues and conflicts faced by police departments in the United States. Recent research has portrayed BWCs as an effective solution for agencies looking to reduce the force used by their officers, and reduce complaints filed against officers while expediting the resolution of those complaints (Ariel, Farrar, & Sutherland, 2015). Other evaluations of BWCs have failed to replicate these findings (Grossmith, Owens, Finn, Mann, Davies, & Baika 2015). Multiple hypotheses have been formulated regarding the variation in effectiveness of BWCs in terms of reducing officer use of force and civilian complaints. Of these hypotheses, the most frequently mentioned are: low officer compliance with mandatory recording policies (Hedberg, Katz, & Choate 2017) and the presence of policies designating the amount of discretion officers have in deciding when to record an incident (Ariel, Sutherland, Henstock, Young, & Sosinski, 2017).

Other studies have inferred that low officer compliance may be a result of negative perceptions revolving around the usage of BWCs (Jennings, Fridell, & Lynch, 2014). Put differently, officers that have unfavorable perceptions when using BWCs may undermine even the most effective implementations and policies. This report is continuation of a previous study identifying perceptions of BWCs by its users within the RPD before implementation. In this paper, the survey data collected after BWC implementation is explored and analyzed, and comparisons are made in reference to the results of that previous report (Appendix VII).

In this paper, changes in RPD officers' perceptions of BWC usage and concerns of its usage, efficacy, and implementation are identified. The results of this analysis are intended to inform BWC stakeholders of officers' outstanding concerns with BWCs, and guide further actions that may be taken to alleviate these concerns. As suggested by extant literature, these perceptions may be correlated with effective usage and implementation, and these survey results should be regarded in that perspective.

Methodology

In the summer of 2017, researchers collected post-implementation surveys in the Clinton and Lake Sections (See Appendix A). As the previous study illustrated that there were no substantial differences in how officers perceived BWCs by section, researchers opted to survey the largest staffed sections for efficiency (i.e. Clinton and Lake Sections). Thus, this sample is expected to represent the perceptions of officers within the entire agency.

Fifty-nine post implementation surveys were utilized in this analysis. By cross referencing the officers, a match of fifty-nine pre-implementation surveys were included, totaling an overall sample of 118. Researchers collected 127 surveys during Clinton and Lake Section roll-calls after BWCs were implemented. However, a sample of the surveys were excluded for primarily for incompatibility of survey matching. Thus, by having surveys from comparative samples, researchers are able to make precise inferences regarding the changes in the data collected.

The survey that was used for this study is consistent with the surveys collected prior to implementation. This survey has also been used in the Buffalo Police Department (BPD) and the Los Angeles Police Department (LAPD) for their studies examining police attitudes of BWCs.

The analysis plan uses paired sample T-tests to ascertain statistically significant differences between the survey data collected prior to implementation to the data collected after implementation. The statistical results are enclosed within footnotes, and are discussed in further sections of this report. The noted survey attrition requires a cautious interpretation of any statistical tests as it is unlikely that missing respondents in Wave 2 are randomly distributed. There was a 32% and 5% attrition in Wave 2 for survey responses in the Clinton and Lake Sections respectively.

Results

The results of this analysis are categorized by survey question content. There are four groups of survey questions. These groups are: “BWC Comfort and Ease of Use,” “Civilian Reactions to the BWCs,” “General Views of the BWCs,” and “Changes in Police Work from Implementing BWCs.” These results are discussed below.

Survey Results

BWC Comfort and Ease of Use

Officers were asked to read six statements pertaining to their *current* perceived levels of comfort and ease of use with regards to using BWCs in their patrol. To these questions, there were four response options. These options were “strongly agree,” “agree,” “disagree,” and “strongly disagree.” In order to easily make comparisons between surveys collected before implementation to those collected after implementation, “strongly agree” and “agree” were recoded into overall agreement. These response choices are consistent across all survey response options, with exception to the questions in the tables below that are italicized. Where “Wave 1” is indicated within the tables reference the results of the surveys collected before implementation, whereas “Wave 2” surveys are results of the surveys collected after implementation. The six statements, the pre and post survey results, and comparative statistics can be referenced in the table below.

BWC Comfort and Ease of Use Statements	Wave 1	Wave 2	Percent of Change in Agreement
Q1: I am Fearful That I Will Receive Disciplinary Action If I Forget To Turn On The Camera. (N=117)	64.4%	79.3%	14.9%*
Q2: With Proper Training, I Will Be Confident to Use the Camera. (N=116)	78.0%	68.4%	-9.6%
Q3: Wearing a Body-Worn Camera Will Cause Me Stress and Anxiety. (N=116)	39.0%	49.2%	10.2%
Q4: It Will Be Easy to Retrieve Footage From Storage. (N=117)	61.0%	62.1%	1.1%
Q5: Downloading the Data Will Be A Simple Process. (N=117)	57.6%	24.1%	-33.5%***
Q6: Body-Worn Cameras Will Be Comfortable To Wear. (N=118)	35.6%	40.7%	-5.1%

Asterisks denote a statistically significant contrast between Wave 1 and Wave 2. More asterisks indicate a higher level of statistical significance (* = P <.05, ** = P <.01, *** = P <.001).

In comparison to the Wave 1 results, the results of the Wave 2 survey statements indicated a substantial decrease in the officers’ perceived comfort and ability to easily use the BWCs. The statement with the largest decrease in agreement and statistical variation¹⁹ between survey waves were in reference to the officers’ perceived ability to easily download the data

¹⁹ There was a significant difference in the perceptions of ease in downloading data before implementation (M=.57, SD=.5) in comparison to after implementation (M=.24, SD=.43) conditions; t (57) =3.95, p=.000. These results indicate that fewer than 1 in 1000 times a difference this large would be found by chance.

from their BWCs. Approximately one-third more officers disagreed with this statement in comparison to their initial beliefs before receiving their cameras. These findings are largely confirmed by ride-along interviews, where officers frequently discussed issues with being unable to download footage to the docking systems due to issues with connectivity between these two devices.

The second statement compared that had statistically significant variation, regarded officers' fear of receiving disciplinary action against them if they forgot to turn on their cameras²⁰. In contrast to Wave 1, an additional there was an additional fifteen percent agreement in Wave 2. During interviews, officers had frequently mentioned this being of substantial concern. This may be connected to references that regarded the difficulties in adapting to turning on their cameras before responding to every incident.

Comparisons between the other statements in this category were not statistically significant, however, the results are suggestive that officers have reduced confidence in using cameras, and an increased belief that BWCs will cause stress and anxiety. During the discussions that researchers had with officers after BWC deployment, officers frequently mentioned these concerns in conjunction with the technological issues that the current BWCs were having, such as the issues with docking system connectivity, accidental activations, and detachment issues. Being that inherent issues with the operation of the camera was an influential factor in perceived ease of use and comfort in using BWCs, remedy of these technological issues would likely lead to resolution of these concerns.

²⁰ There was a significant variation in Wave 1 perceptions (M=.64, SD=.49) versus Wave 2 perceptions (M=.79, SD=.41) regarding fear of disciplinary action if officers forgot to turn their cameras on. Conditions; $t(57) = -2.13$, $p = .038$. Put differently, only 38 times out of 1000 instances would these differences be observed by chance.

Civilian Reactions to the BWC Statements

Civilian Reactions to the BWCs Statements	Wave 1	Wave 2	Percent of Change in Agreement
Q1: In General, Citizens Will Feel That The Cameras Are An Invasion of Their Privacy. (N=116)	66.1%	56.1%	-10.0%
Q2: Citizens Will Be Less Likely To File Complaints Against Officers Using Body-worn Cameras. (N=117)	20.3%	25.9%	5.6%
Q3: Using Body-worn Cameras Will Deter Witnesses from Speaking with Officers. (N=117)	76.3%	55.2%	-21.1%**
Q4: Body-worn Cameras Will Improve Police-Community Relationships. (N=117)	20.3%	13.8%	-6.5%
Q5: Citizens Will Be More Cooperative With An Officer Wearing A Body Camera. (N=117)	10.2%	1.7%	-8.5%
Q6: Citizens Will Be More Respectful Knowing an Officer Is Wearing A Body Camera. (N=116)	13.6%	5.3%	-8.3%

Asterisks denote a statistically significant contrast between Wave 1 and Wave 2. More asterisks indicate a higher level of statistical significance (* = $P < .05$, ** = $P < .01$, *** = $P < .001$).

Six statements were included this section that were relative to officers' perceptions on how BWCs will impact police-civilian interactions. Only one statement, "Using Body-Worn Cameras Will Deter Witnesses from Speaking with Officers," had significantly different responses in Wave 2 when compared to Wave 1 responses²¹. There was a twenty percent increase in disagreement in Wave 2 when compared to Wave 1 responses. However, this was still a belief held by slightly over half of the officers (55%).

Overall, officers tended to agree less in Wave 2 than in Wave 1 that BWCs would have any influence on civilian behavior, specifically in regards to ability to cooperate and be respectful, or that the BWCs would improve police-community relationships in general. Further, officers agreed slightly less in Wave 2 than Wave 1 that BWCs would be perceived as an invasion of privacy, however this is still agreed to by more than half of the officers (56%). These changes could be inferred by statements in post-implementation interviews where officers had often said that BWCs were rarely, if ever, acknowledged by the general public. It is also consistent with a burgeoning literature that indicates only a quarter to one third of citizens are aware that police have cameras on and that their encounters were recorded (White and colleagues, 2017; McClure and colleagues 2017).

²¹ Wave 2 views that BWCs will deter witnesses from speaking with officers ($M=.76$, $SD=.43$) was significantly less than in Wave 1 ($M=.55$, $SD=.5$). Conditions; $t(57) = 3.02$, $p=.004$. 4 out of 1000 instances would this be due to chance.

Additionally, officers agreed slightly more in Wave 2 that BWCs would make it less likely for civilians to file complaints. This was mentioned very infrequently during post-implementation interviews. However, as the BWC’s utility in resolving complaints becomes more evident to officers, we could expect this belief to expand.

General Views of the BWC Statements

General Views of the BWC	Wave 1	Wave 2	Percent of Change in Agreement
Q1: I Support The Use of Body-Worn Cameras On All Patrol (N=116)	50.8%	40.4%	-10.4%
Q2: The Advantages of Police Departments’ Adopting Body-Worn Cameras Outweigh the Disadvantages. (N=117)	42.4%	50.0%	7.6%
Q3: Using Body-Worn Cameras Will Increase Public Trust in Police. (N=117)	27.1%	15.5%	-11.6%
Q4: The Use of Body-Worn Cameras Is Well Received By Coworkers. (N=117)	18.6%	19.0%	.4%
Q5: Footage From Body-Worn Cameras Will Improve The Quality of Evidence. (N=118)	69.5%	66.1%	-3.4%
Q6: <i>The General Public Should Be Able To View Footage From Body-worn Cameras.</i> (N=115)	30.5%	26.8%	-3.7%
Q7: <i>Body-worn Cameras Will Be A Distraction When I Perform My Daily Tasks.</i> (N=116)	40.7%	42.1%	1.4%
Q8: <i>Body-cameras Will Help Secure Convictions.</i> (N=116)	81.4%	57.9%	-23.5%**
Q9: <i>Using Body-Cameras Will Be An Invasion of My Privacy.</i> (N=117)	62.7%	48.3%	-14.4%

Asterisks denote a statistically significant contrast between Wave 1 and Wave 2. More asterisks indicate a higher level of statistical significance (* = P <.05, ** = P <.01, *** = P <.001).

Nine statements were categorized into this section entitled “General Views of the BWC.” These survey questions inquired officers’ beliefs regarding the general changes in policing and patrol work that the BWC may potentially affect. One statement varied significantly between survey waves. According to the results, there were significant reductions in how officers perceived the BWC as a means to securing convictions. When post-implementation and pre-implementation surveys were compared, there was a 23.5% decline in agreement to this statement in post-implementation surveys. Over half of the officers (57.9%) still agreed with this statement. Overall, in comparison to Wave 1, Wave 2 surveys inferred that officers have less support for the use of BWCs on all patrol and the notion that using BWCs will increase the

publics' trust in police.

Further, the results depicted that less officers believe BWCs will invade their privacy. Before implementation, officers had often referenced privacy concerns due to the publics' ability to request videos through Freedom of Information Law (FOIL). One possible explanation is that FOIL requests have been less frequent than originally anticipated by the department.

Changes in Police Work from Implementing BWCs

Changes in Police Work from Implementing BWCs	Wave 1	Wave 2	Percent of Change in Agreement
Q1: When Officers Wear Cameras, They Will Communicate Less With Their Partners While On Patrol. (N=118)	64.4%	53.4%	-11.0%
Q2: Officer Performance Will Be Positively Impacted By Body-worn Cameras. (N=118)	30.5%	31.0%	.5%
Q3: Body-worn Cameras Will Decrease Officer Safety. (N=118)	40.7%	50.9%	10.2%
Q4: Body-worn Cameras Will Affect An Officer's Decision To Use Force. (N=118)	64.4%	58.6%	-5.8%
Q5: Officers Will Feel They Have Less Discretion When Using Body-worn Cameras. (N=118)	84.7%	89.5%	4.8%
Q6: Officers Will Be Less Likely To Make Stops and Arrests When Using Body-worn Cameras. (N=118)	47.5%	53.4%	5.9%
Q7: Officers Using Body-worn Cameras Will Be More Likely To Follow Department Procedures When They Encounter Members of The Public. (N=118)	81.4%	72.9%	-8.5%
Q8: Officers Will Have A More Accurate Account of What Has Transpired When Using A Body-worn Camera. (N=118)	81.4%	74.6%	-6.8%
Q9: Body-worn Cameras Will Reduce The Time Spent Writing Reports. (N=118)	5.1%	13.8%	8.7%

Asterisks denote a statistically significant contrast between Wave 1 and Wave 2. More asterisks indicate a higher level of statistical significance (* = P <.05, ** = P <.01, *** = P <.001).

Nine statements were chosen for this section entitled “changes in police work from implementing BWCs.” The statements compiled into this segment regarded changes in policing effectiveness, general police work, and decision making. Comparisons that were made on the pre and post levels of agreement to survey statements had no indication of statistically significant differences. Overall, officers maintained their views that they held during pre-implementation interviews and surveys

During Wave 2, half of the officers felt that BWCs lead to less communication with partners on patrol (53.4%), decreased officer safety (50.9%), effected officers' decision to use force (58.6%) and were less likely to make stops and arrests when using BWCs (53.4%). Roughly two-thirds of those surveyed felt that BWCs made officers more likely to follow

department procedures when encountering members of the public (72.9%), and had a more accurate account of what has transpired when using a BWC. The majority (89.5%) of officers maintained their view that they have less discretion when using BWCs, and the minority of officers felt that BWCs reduced time spent writing reports (13.8%) or that officer performance was positively affected by BWCs (31%). These results may be indicative that in a sense, officers were able to accurately anticipate what implications BWCs may have to their patrol work.

While the increases in agreement to the statement pertaining to officer discretion were not statistically significant, 90% agreement is a substantial rate of agreement. An officer's perceived amount of discretion is important considering arrests and citations are some of the most impactful decisions that an officer can make. If 90% of officers feel that their discretion is limited by BWCs, this may be problematic, and worth looking into.

Conclusion

In conclusion, comparison of the pre and post surveys gives insight into a variety of aspects pertaining to the RPD's BWC implementation. The results of this analysis are very similar to the content of and changes in perceptions gathered in the pre and post ride-along interviews. For instance, in post-implementation interviews, the primary focus of conversation content regarded decreased comfort when using BWCs due to issues with camera activation, detachment, downloading data, among others. This can be directly compared in the Wave 2 surveys, where less than a quarter agreed that downloading data from BWCs will be a simple process, in comparison to half of officers that agreed during the Wave 1 survey. Furthermore, there was a fifteen percent increase in officers that felt fearful in reference to disciplinary action if turning on the camera was forgotten. Ride-along interviews post implementation elaborated that these fears are more due to accidental incidents where cameras were turned on and off, or detached cameras, rather than officer forgetfulness. While the trend of changes suggest overall, officers are less comfortable and feel that BWCs are less easy to use, this may be due to random chance, and is not verified by a statistical test.

There was a substantial decrease in officers agreeing that BWCs will deter witnesses from speaking with officers, with roughly half agreeing (55%) in contrast to 76% of officers before BWC intervention. The overall shift of survey responses indicate that officers are less convinced that BWCs will have any major impact on their interactions with civilians. Officers stated in ride-along interviews that this is probably due to the fact that civilians are unaware that

they are wearing and using BWCs. This may call for experimentation with “notification,” where officers notify individuals that they are recording before engaging the situation. This notification may lead to more officers believing that BWCs make a substantial difference in civilian respectfulness and cooperation.

Officers also agreed to a much lesser rate that BWCs will help secure convictions, where 81% of officers initially agreed, to 58% agreement after implementation. This may be due to the responsive nature of police work, where arrests usually occur after the criminal act has occurred. If officers cannot capture footage of the criminal conduct, then the BWC offers much less utility in this respect. Overall, there were only minor changes that may be due to random chance between the “General Views of the BWC” and “Changes in Police Work from Implementing BWC” survey sections.

In reference to other studies’ findings regarding perceptions of police BWCs, these results are unique in that there were no real substantial changes in perceptions pre and post deployment. A pre and post study coordinated in Pheonix (AZ), Tempe (AZ), and Spokane (WA) by Gaub, Choate, Todak, Katz, & White (2016) exhibited- substantial changes in favor, or disfavor, of police BWCs amongst the three departments. According to Gaub et al (2016), increases in favorability may potentially be due to a temporal effect, in which officers accept BWCs due its adoption becoming a norm in police work. In RPD, it may be possible that officers knew exactly what to expect following the adoption of BWCs, hence smaller variations in favorability pre and post deployment. This may be the case as neighboring police departments in close proximity of the RPD, such as the Gates Police Department (BPD), which had implemented BWCs prior to the RPD; informational exchanges between officers of neighboring departments may potentially influence officer expectations for BWCs. This is speculation, and would need to be quantitatively tested further.

An alternative hypothesis may be relative to the trainings that officers received before receiving their BWCs. According to Garner (2005) direct experience, such as intensive training that police officers receive, can be a large force in effecting attitudinal change. In this respect, the BWC trainings that RPD officers’ received may have accurately set the tone in regards to what officers should expect from BWC implementation. This could potentially explain why large variation outside of survey questions in relation to camera functionality and comfort did not exist, as officers’ did not anticipate the aforementioned operational and technical issues with the

camera.

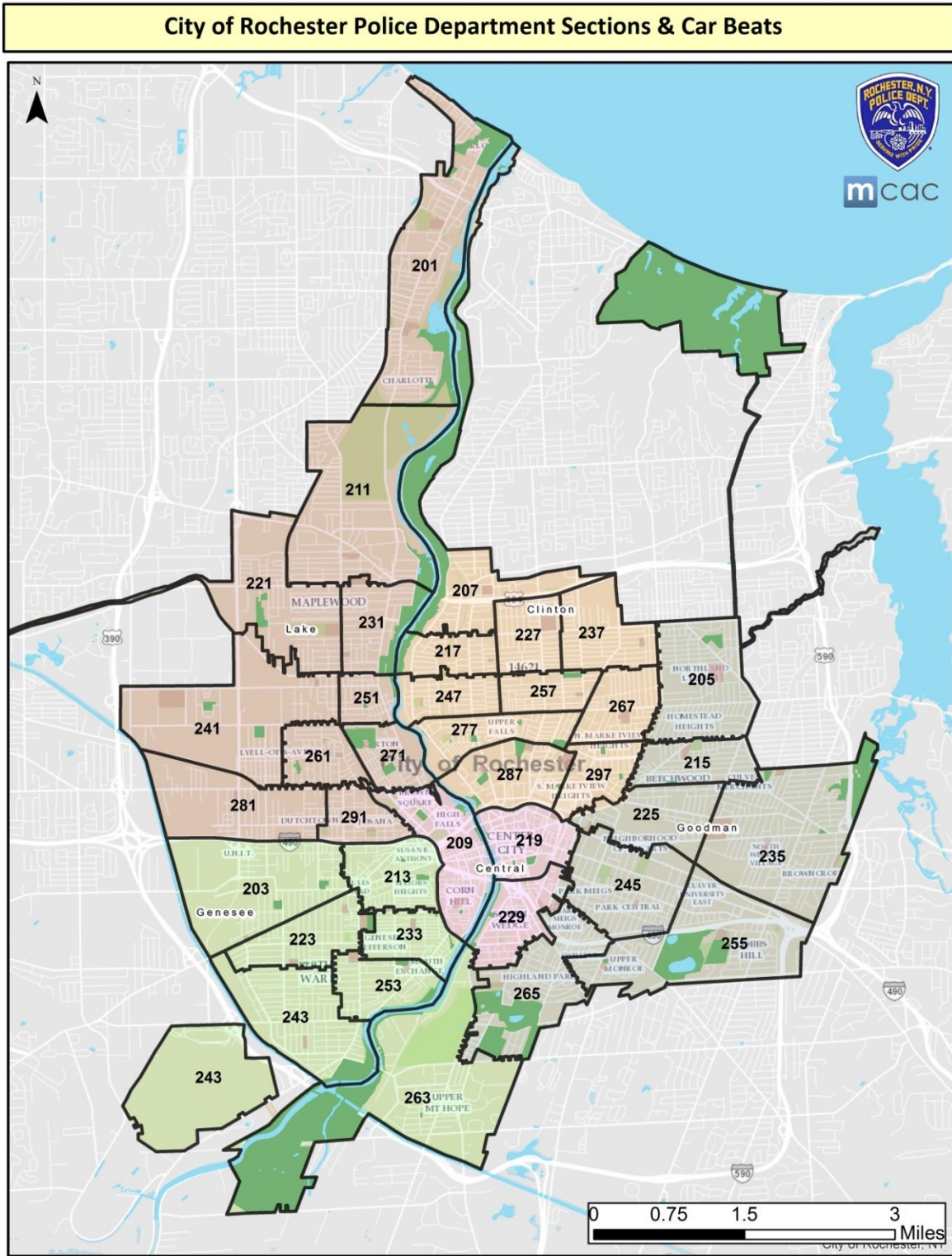
Finally, the sample attrition and survey method must be noted as a clear threat to statistical inference. The Wave 2 surveys were conducted in a different modality (paper/pencil vs. on-line) and a method effect of unknown direction and magnitude is likely present. Thus the non-significant and significant contrasts should be interpreted with caution.

This report is the final officer BWC perception study completed by CPSI. As RPD officers are the primary users of the BWC, these surveys, in conjunction with ride-along interviews, help inform stakeholders regarding the necessary measures and actions needed to reinforce an effective implementation. It is recommended to reissue surveys at a later date in order to help identify further concerns and issues post-implementation.

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Appendix A:



**Appendix Xb: Trust, Information, Programs, and Services (TIPS)
Survey of Rochester Community Perceptions of Body-Worn Cameras :
Full Report
11/28/17**



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Abstract

The Center for Public Safety Initiatives' (CPSI) evaluation of the Rochester Police Departments' implementation of body-worn cameras (BWC) included identification of the BWCs impact on police-community relations. In further exploration of this hypothesis, the CPSI disseminated surveys in three different neighborhoods within Rochester. This report discusses the results of that survey as it relates to local communities' awareness of BWC usage and the sources that made them aware, perceptions of BWCs being fairly used, and the BWC's ability to improve police-community relations.

Keywords: body-worn cameras, body-worn camera perceptions, community, police, survey

Introduction

Since 2013, BWCs have accumulated substantial interest from communities, social organizations, policy makers, and policing organizations (Crow, Snyder, Crichlow, & Smykla, 2017). In conjunction with the BWC's increasing popularity, a substantial body of research has been produced in order to study the BWCs proposed ability to reduce police use of force and civilian complaints, improve police and civilian behavior, and enhance the collection of evidence needed to make an arrest (White, 2014). Much of the research that has been produced has examined BWCs in a policing environment and in respect to patrol work. Studies regarding BWCs within the community and in a civilians' perspective is lacking, and the goal of this report is to add insight in that regard.

This report includes analyzed results of surveys that were collected from residents in local Rochester communities during Trust, Information, Programs, and Services (TIPS) initiatives. Four questions related to BWCs were explored within that survey. Those questions were in relation to: fair and impartial usage of BWCs by the RPD, BWCs and improvements in police-community relations, and residents' knowledge that BWCs are being used by the RPD as well as the sources in which that information was acquired. This report collected these data *after* the RPD's implementation of BWCs. This report should be considered as a follow-up study to a report collecting data from the same survey questions *before* BWC implementation. (See Appendix IV). Subsequent sections of this report describe what TIPS initiatives are as well as the contexts in which data are collected. Next, the results of the survey are described and analyzed, and conclusions and recommendations are made regarding those results.

Methodology

Trust, Information, Programs, and Services (TIPS) Initiatives

TIPS initiatives are events that are held during the summer months in Rochester, NY. The end goal of TIPS events are improved relations through an event at a location where the community and law enforcement can interact. At TIPS initiatives, food, activities for children, and social services are provided to the community. During these events CPSI researchers and volunteers from various organizations, under the supervision of police officers, disseminate surveys to pre-selected street segments surrounding the chosen location. The location of the event is chosen by Camp Good Days.²² In 2017, there were three TIPS events, and were located in the Aberdeen Square Park, Pulaski Park, and Thomas Ryan Center. The three locations chosen in 2017 are within the Clinton, Goodman, and Genesee patrol sections, respectively (See Appendix A).

In addition to survey questions that collected information relative to the RPD's BWC

²² For more information regarding TIPS, see: <https://www.campgooddays.org/programs-project-tips>

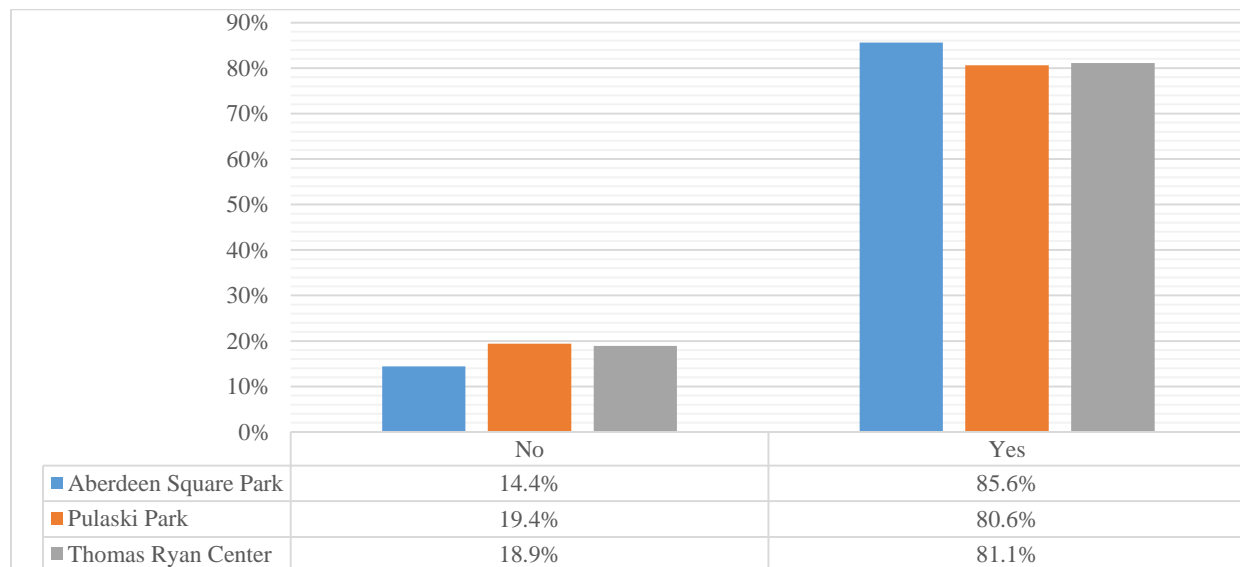
implementation; demographics, perceived concern of crime, perception of police practices, and feelings of safety and social cohesion are collected²³. However, due to RPD officers being in plain sight while these surveys are being administered, there is a potential for bias in these results and should be acknowledged as a limitation in the findings. Below, the results of the TIPS BWC survey questions are analyzed and discussed.

Results

The first question relative to RPD’s BWC implementation sought to gauge citizen awareness of BWC usage by the police. The question is as stated: “Before today, I knew that the RPD is using BWC cameras.” Over 80% of respondents from the three TIPS locations reported knowing RPD officers were using BWCs. There were no discernable differences in awareness by TIPS location. Of the residents surveyed near Aberdeen Square Park, 85.6% were aware, followed by 81.1% and 80.6% of residents near the Thomas Ryan Center and Pulaski Park, respectively (See Figure 1).

In comparison to the analysis of the surveys collected at TIPS locations in 2016 (See Appendix IV), the level of awareness of BWC usage was substantially higher in 2017. In comparison to the prior year, the level of awareness between 2017 survey respondents was approximately 15% higher. This is expected due to the increased media coverage pertaining BWCs circulating local television stations and the internet.

Figure 1 – Aberdeen Square Park (N=90), Pulaski Park (N=103), and Thomas Ryan Center (N=74) 2017 TIPS Respondents’ Awareness of the RPD Using BWCs.



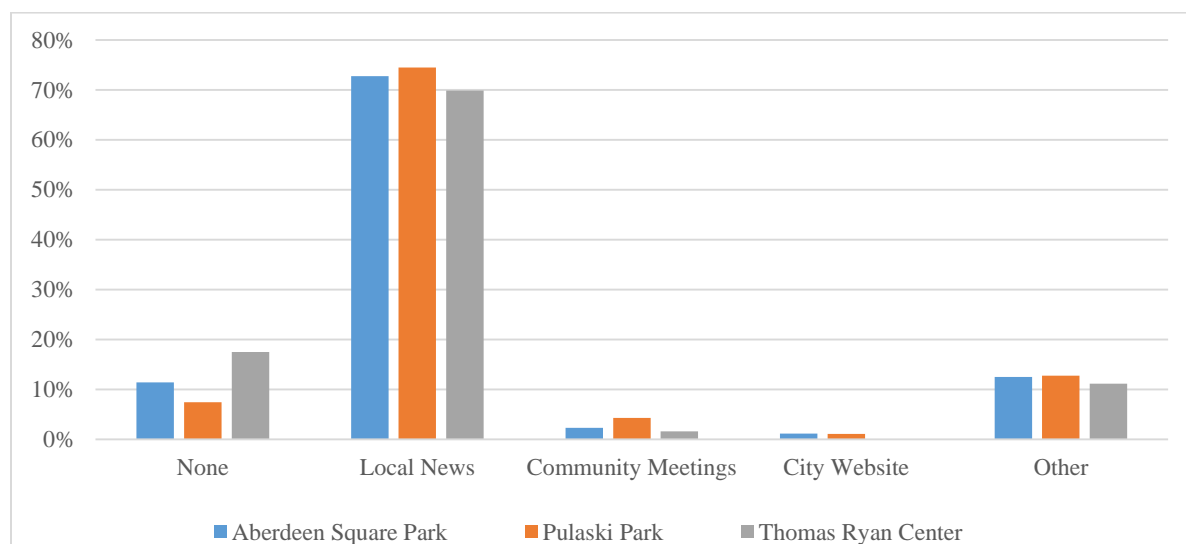
The next question on the survey sought to add further context to the residents’ awareness of RPD’s BWC usage by determining the source in which information regarding the implementation was

²³ To view TIPS reports more extensively, see: <https://www.rit.edu/cla/criminaljustice/cpsi/work>

discovered. The question is stated thusly: “What sources have you used to find out about the RPD body cameras?” The response options for that question were: “none,” “local news,” “community meetings,” “city website,” and “other.”

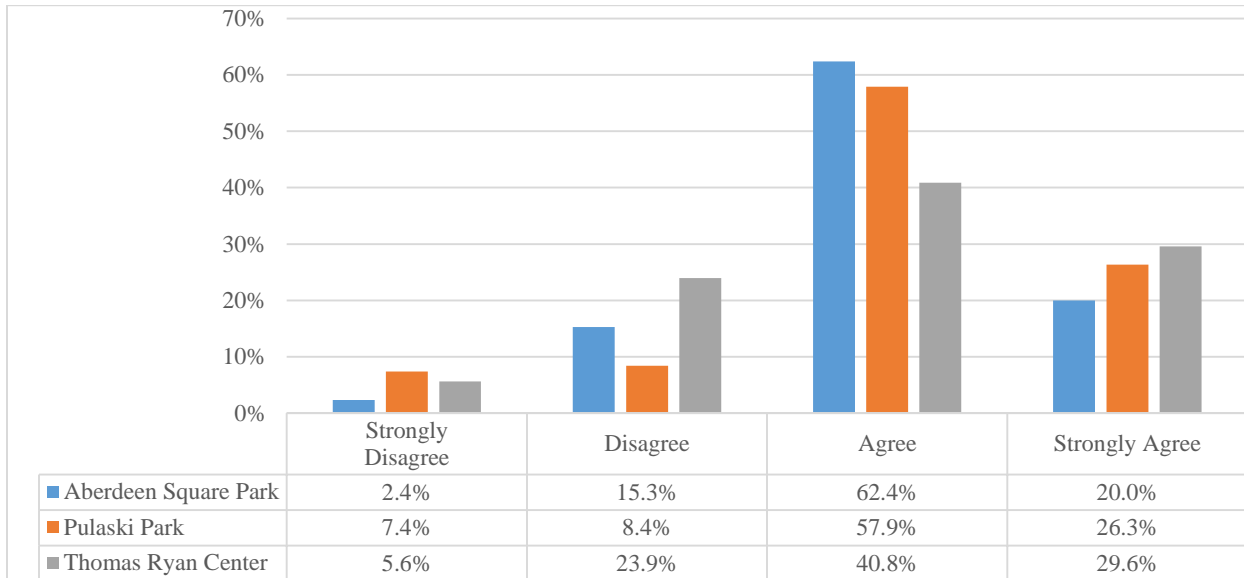
Between the three TIPS locations surveyed, the majority of respondents (70%) acquired information regarding RPD’s BWCs from the local news. The second largest source of BWC information were “other” sources (12%), followed by community meetings (3% - See Figure 2). There were no major distinctions in the sources in which BWC information was gathered by survey location. Respondents who stated they used “other” sources to acquire BWC information frequently mentioned that the information was gathered by “word of mouth,” or “from a friend who is a police officer.”

Figure 2: Aberdeen Square Park (N=88), Pulaski Park (N=94), and Thomas Ryan Center (N=63) 2017 TIPS Respondents’ Sources in Which RPD BWC Information Was Acquired.



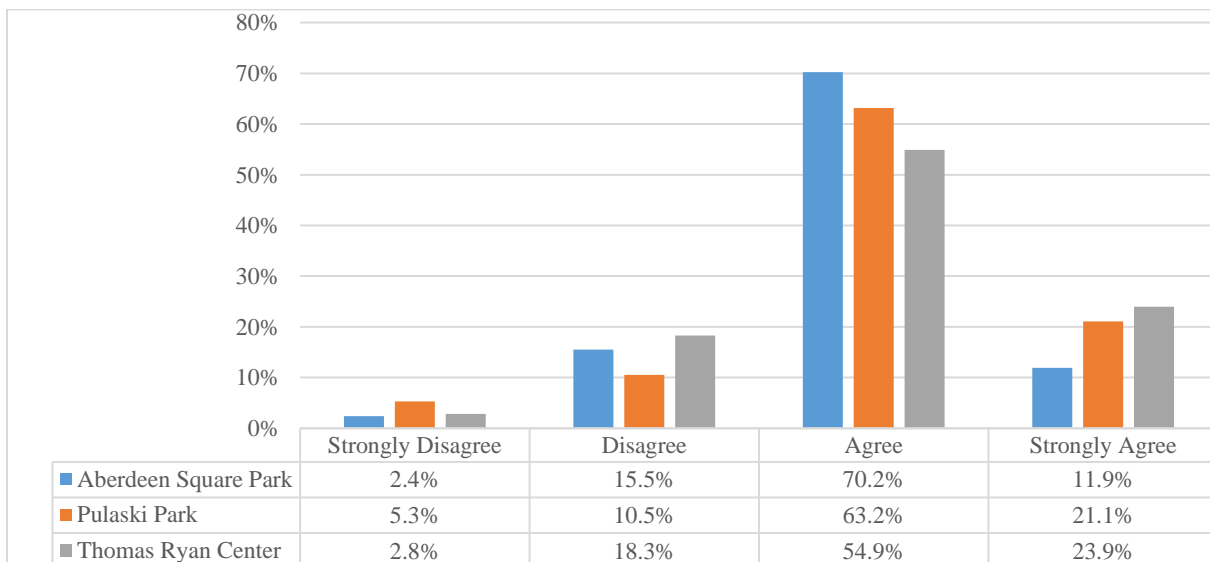
The next survey question sought insight regarding residents’ belief of whether “BWCs cameras will improve their community’s relationship with RPD.” To this question, respondents could have “strongly agreed,” “agreed,” “disagreed,” or “strongly disagreed.” The overall agreement and strong agreement for this question across the three TIPS locations was approximately 80%. The highest level of overall agreement to this survey question were from Pulaski Park residents, with 84% either agreeing or strongly agreeing. Similarly, about 82% of Pulaski Park residents either agreed or strongly agreed. The Thomas Ryan Center residents agreed less in comparison, with roughly 70% of respondents having agreed to that question (See Figure 3). There were no major distinctions in agreement to this question when compared to the TIPS surveys collected in 2016.

See Figure 3: Aberdeen Square Park (N=85), Pulaski Park (N=94), and Thomas Ryan Center (N=71) 2017 TIPS Respondents' Perceptions of BWCs Improving Police-Community Relations.



The fourth question pertaining to BWCs on the TIPS survey regarded perceptions of fair and impartial BWC usage by the RPD. The question is read “the RPD will use body worn cameras and the footage fairly and impartially.” Respondents could answer this question with “strongly agree,” “agree,” “disagree,” or “strongly disagree.” Over three quarters of all 2017 TIPS respondents agreed or strongly agreed to this question overall. Pulaski Park and Aberdeen Square Park respondents’ combined agreement was the largest (82%), followed by the Thomas Ryan Center (78%). No major distinctions were identified when the levels of agreement to this question were compared to that of 2016 TIPS respondents.

Figure 4: Aberdeen Square Park (N=84), Pulaski Park (N=95), and Thomas Ryan Center (N=71) 2017 TIPS Respondents' Perceptions of Fair and Impartial BWC Usage by the RPD.



Conclusion

In conclusion, the 2017 TIPS respondents were highly aware of RPD BWC usage and found this information primarily from local news stations. Additionally, respondents displayed high confidence in regards to fair and impartial of usage of BWCs, and positively impacted police-community relations due to BWCs. The only substantial difference when 2016 and 2017 survey results were compared was increased respondent awareness of the RPD using BWCs.

These results are consistent overall with existing research on civilians' perceptions of police use of BWCs. However, the results of CPSI's study should be interpreted with caution. Most citizens have positive views of the police (Lai & Zhao, 2010). According to Smykla et al (2017), positive views of the police generally could easily be translated into confidence in police use of BWCs. In this respect, individuals with already favorable and trustful views of the police are much more likely to have trusted that the police will use their BWCs legitimately.

Due to the methods in which this study was conducted, the results of this analysis are not generalizable, and are only applicable to the population that researchers surveyed. TIPS surveys are distributed during working hours which limited our sample to populations that are expected to be home during these times, such as the elderly and those who stay at home to tend to their children. Studies on elderly perceptions of police tend to be favorable (Zevitz & Rettammel, 1990) in contrast to younger populations who tend to view the police less favorably (Lai & Zhao, 2010). Therefore, due to the methods of this study, the results are likely biased.

However, the results of this analysis are what we could *expect* from the general population when referenced to extant research in this type of framework. However, what is implicated by the methods are that these results are not applicable to the population that police interact with more frequently. In neighborhoods where police respond to calls more frequently, residents live in very different social and environmental contexts than would the individuals in the neighborhoods that the CPSI surveyed. Individuals in neighborhoods with frequent police contact have more experience with victimization, fear of crime, and concentrated economic disadvantage (Brown & Benedict, 2002). One example of how these different contexts can impact police favorability is Weitzer and Tuch's (2006) study that showed that individuals in economically disadvantaged neighborhoods tend to have more negative views of the police.

Therefore, while the results of this study may be more representative of what the general population may feel regarding police use of BWCs, it is not entirely inclusive in respect to

populations that are more frequently in contact with the police. Even though the sample of surveys were drawn from these neighborhoods, those individuals with negative perceptions of the police are likely to be missing from this sample. Future research is needed to further explore the perceptions of police use of BWCs in that respect. This could be accomplished by disseminating surveys to individuals in neighborhoods with frequent police contact after the resolution of a call-for-service.

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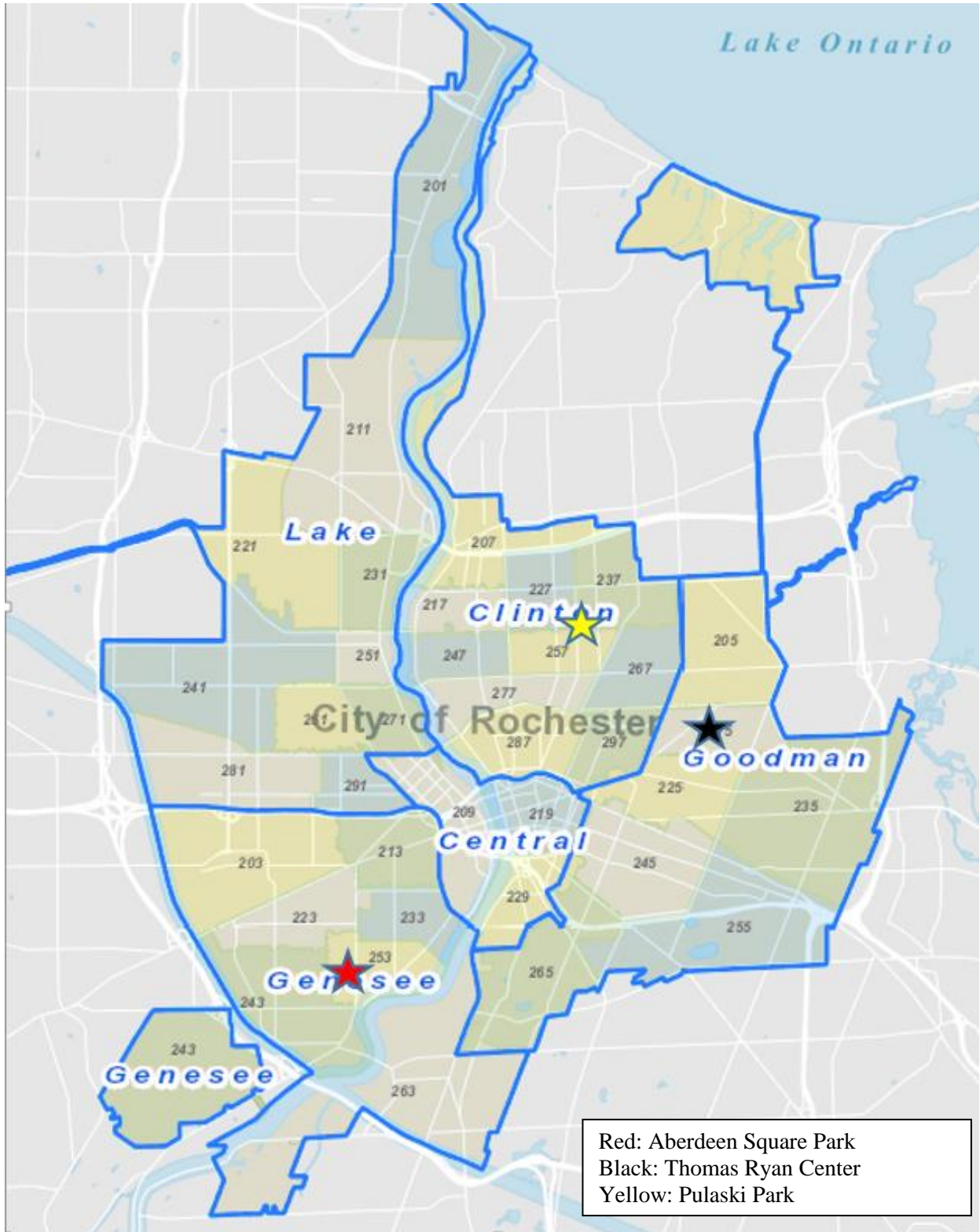
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Appendix A:



**Appendix XIb: How Prosecutors, Public Defenders, and Judges
Perceive the Implementation and Utilization of BWCs in Monroe
County: Full Report
11/28/17**



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Abstract

The overt use of body-worn cameras (BWCs) was initially adopted to monitor everyday interactions between civilians and law enforcement. The pervasive implementation of this technology across police agencies has, however, yielded intended and unintended consequences. One group of legal actors who is greatly impacted by the use of body-worn cameras are prosecutors. Unfortunately, there is very little empirical research highlighting the various ways in which body-worn camera footage has and is continuously impacting adjudication. The purpose of this study is to explore how prosecutors, defense attorneys, and judges are actively using body-worn camera footage. The interviews that were conducted in Monroe County, NY suggest strengths and limitations regarding the use of body-worn footage as evidence in the judicial system.

Introduction

Technological advances in the 21st century have revolutionized the ways in which people communicate and work. The implementation of various technologies has had a profound impact on diverse disciplines or areas of study. One particular field that is greatly influenced by the continued growth of technology is Criminal Justice. For example, the legal system has been able to modify how criminals are captured (e.g., DNA testing, Combined DNA Index System (CODIS)), prosecuted, and ultimately sentenced.

Literature Review

Police body-worn cameras (BWCs) are one of many examples of how the legal system has capitalized on the rapid expansion of technology. These particular devices are worn by police officers, often capturing their day-to-day activities and interactions with the community. Such devices were initially adopted after it was found that the Stop-and-Frisk policy used by law enforcement in New York City engendered much racial profiling and excessive use of force (White, 2014). Although body-worn cameras were initially developed as a way of monitoring the perceived misbehavior of law enforcement officers, they are now also being used to help prosecutors filter cases. In fact, Ariel et al (2014) noted in their research that body-worn cameras have the potential to improve prosecution rates and enhance the quality of evidence being captured by law enforcement. Body worn camera footage or audio/video evidence also grants prosecutors immense leeway on deciding the severity of charges to apply to any particular case and whether or not a plea bargain is an appropriate alternative to trial (Kutateladze, Lawson, & Andiloro, 2015).

Domestic violence or intimate partner violence is one type of crime that has the potential to be greatly impacted by body-worn cameras. Morrow, Katz and Choate (2016) conducted a study regarding the impact of body-worn cameras on arrests, prosecution, and convictions in intimate partner violence cases. They divided officers within the Phoenix Police Department (PPD) into two groups: a target and a control group. The target group consisted of officers with body-worn cameras whereas the control group included officers without body-worn cameras. The study took place over a 30-month period, which was split into pre and post intimate partner violence data. After analyzing their findings, investigators concluded that the use of body-worn cameras did appear to improve how police officers collected evidence for intimate partner violence cases. This improvement in evidence collection has advantages to prosecutors. Prior to

the implementation of body-worn camera evidence, police officers would draft reports for various intimate partner violence cases based on their observations and statements from the parties involved. The use of BWC footage in this study exposed what happened at a given scene in real time and allowed officers to review such footage to formulate more thorough statements, thus assisting prosecutors in successful convictions or plea deals. The authors concluded that criminal cases, particularly intimate partner violence cases, are more likely to result in the conviction or acceptance of a plea deal by a perpetrator due to the evidentiary benefits of body-worn camera footage that prosecutors could use to secure a conviction if taken to trial.

Westera & Powell (2015) also made similar claims regarding the benefits of video evidence in domestic violence cases. Their study focused on the perceptions of prosecutors regarding the ways in which evidence collection could be improved for intimate partner violence cases. After conducting a focus group consisting of 13 prosecutors, researchers were able to conclude that prosecutors strongly believe and often seek out video evidence that showcases initial responses to domestic violence disputes by law enforcement, which are ultimately used to help prosecution. Such evidence was found to produce affective reactions that leave lasting impressions on both jurors and judges in comparison to other forms of evidence (Moore & Singh, 2017).

Dawes et al (2015) was also able to draw similar conclusions after conducting a study of BWCs and law enforcement. Police officers from Phoenix, AZ with patrol experience served as participants in this study. Officers were deployed to three test scenario calls, including domestic violence, traffic stop and reportedly theft. Additionally, there were two moderators that accompanied each officer to each scenario. While one of the moderators fulfilled the role of dispatch and video recorder, the other moderator simply served as a “referee” to ensure that each scenario followed a particular script. Upon completion of each test scenario, the participants were asked to complete an arrest and use-of-force form describing their experiences. After comparing the body-worn camera footage to the police reports, researchers found that there was an overall “average of 2.63 minor errors (range 0-7), 5.4 moderate errors (0-14), and 0.9 major errors (range 0-3) corrected by their BWC recordings” (Dawes et al., p. 8, 2015). This particular finding suggests that body-worn camera footage can actually improve or enhance officers’ report writing accuracy. Accurate, detailed reports can further serve as significant evidence for prosecutors in addition to footage from body-worn cameras.

Bakardjiev (2015) drafted an academic working paper regarding the challenges of utilizing body-worn camera footage as evidence in court and ways in which policies can be adopted to improve the quality and use of such evidence. One major challenge identified in the author's commentary was the quality of body-worn cameras. They highlighted that footage from body-worn cameras could actually be inadmissible in court based on whether or not the video is accurate, reliable and clear. In addition to video quality, Bakardjiev discussed how the lack of universal policies across police agencies regarding body-worn cameras is also quite problematic. For example, agencies often differ on issues such as officers' discretion to turn their camera on/off, where footage is stored, who can/cannot watch the footage and what is ultimately done with the video evidence. These issues are particularly challenging for prosecutors who may rely heavily on video footage from body-worn cameras to strengthen their cases. In other words, prosecutors could be forced to dismiss or plea bargain a case if their primary evidence from a body-worn camera is deemed inadmissible by a judge.

Harris (2010) also wrote a scholarly working paper focusing on how body-worn cameras could be used to ensure police compliance with the fourth amendment. The overarching hypotheses of this particular paper suggests that body-worn cameras influence one's self-awareness, which can ultimately result in a positive change in behavior on behalf of citizens and police officers. The author further recommends that video and audio recordings of searches and seizures become part of public policy governing police practices. Such policy could aid prosecutors and even judges in determining whether or not a search and seizure was executed in the proper manner. In addition, it could also provide officers with a sense of legal security, if and when they are following protocol.

Given the limited research on how prosecutors utilize body-worn camera footage and what impact it has on them, there can be several conclusions drawn from the research reviewed herein. First, there was overwhelming support found regarding the use of body-worn cameras by law enforcement during domestic violence disputes. It was further insinuated that recordings from initial intimate violence encounters has the potential to be extremely useful evidence for these particular cases, especially when victims refuse to cooperate with prosecutors. Additionally, video and audio evidence can generally have a more profound impact on jurors because such footage tends to reveal a victim and/or perpetrator in their raw state and their behaviors during or immediately after a crime was committed. In addition, body-worn camera

footage can assist prosecutors in making independent decisions related to law enforcement and excessive use of force complaints that often generate national outcry. However, issues with universal policies and the quality of body-worn cameras could also have a negative impact on prosecutors, especially if the footage cannot be used in court.

Purpose Statement

The purpose of this study is to discover how the implementation of BWCs has impacted legal actors other than law enforcement, including prosecutors, public defenders, and judges. More specifically, we sought to understand how prosecutors, defense attorneys and judges perceive BWC footage in relation to its use as potential evidence, discover if there has been a delay in the processing of cases and/or criminal proceedings throughout the legal system, further understand if the implementation of BWCs has changed the decision making process of cases with regard to charges, plea deals and trials, and to highlight positive and negative consequences of BWC footage.

Research Questions

1. How has the implementation of BWCs impacted prosecutors and other agents of the legal system, such as defense attorneys and judges?
2. What technological and/or monetary resources are needed by the District Attorney's Office, Public Defender's Office and the court system to help support the implementation of BWCs?
3. How have BWCs changed the dynamics of the adversarial relationship between defense attorneys and prosecutors?
4. What are the perceived benefits and/or limitations of BWCs?
5. What questions or future areas of study related to BWCs do prosecutors, defense attorneys and judges think researchers should focus on the most?

Methodology

To better understand how BWCs have impacted various legal actors, we took a qualitative research approach and conducted interviews. Subsequent to reviewing extant research related to BWCs and prosecution, we were able to draft, edit, and finalize a set of 20-25 interview questions tailored to prosecutors, defense attorneys, and judges' particular concerns. After finalizing the interview questions, researchers contacted both the Monroe County District Attorney's Office and the Monroe County Public Defender's Office regarding interviewing

attorneys. Ultimately a snowball sample was obtained in which we were able to interview other attorneys based on referrals from previous respondents. This was also the case with Rochester City Court judges who were all referred by prosecutors and public defenders. Notes of interviewees' responses were taken during the initial meetings by three researchers, two of which are graduate level researchers from the Center for Public Safety Initiatives at RIT. Ultimately, researchers interviewed 22 individuals, including 11 prosecutors, 8 defense attorneys and 3 judges. Out of the 22 interviews, 16 were conducted face-to-face while the other 6 were conducted by telephone.

Results

Prosecutors: General Perceptions

All of the prosecutors who were interviewed expressed positive views regarding the use of BWC footage as evidence for their cases. For example, one prosecutor (interviewee #3) stated: "I love it. I think it's great. Prior to this bureau I was in the DWI bureau prosecuting felony DWI's. There's nothing quite like having an intoxicated person on camera as evidence. In this bureau, there's so much that can be said with words, but to be able to show footage to the jury and a judge, it's priceless."

A theme emerging from the prosecutors who were interviewed framed cameras within their stated objectives to seek justice and discover the truth. In essence, their praise for the use of BWCs stemmed directly from its ability to visually capture what may have occurred at the scene of a crime between victims, law enforcement, and suspects. For instance, one attorney (interviewee #1) highlighted the value of BWC footage in domestic violence cases by stating:

"The footage helps in Domestic Violence cases because the victims tend to become uncooperative. It can also show how horrible a scene that officers walk into can be"

However, many of the interviewees also expressed one limitation of utilizing such footage. Officers are often called to the scene of a crime after it has already occurred, therefore they do not capture the criminal act in real time.

Prosecutors: Resources

There was an overwhelming consensus amongst the interviewees that the Monroe County District Attorney's Office was not fully prepared for the implementation of BWCs by local police departments within their jurisdiction. The DA's office currently has one full-time technology staffer who is responsible for retrieving BWC footage from police departments and distributing the footage to approximately 70-80 prosecutors. These prosecutors could potentially be working on many cases at any given moment. In addition to distributing BWC footage, their tech person is also responsible for retrieving other forms of evidence for important trials. The reliance on one individual for such evidence has put a strain on the office, ultimately leading to a delay in the processing of cases and distribution of BWC footage to defense attorneys. In addition to the lack of personnel, the DA's Office is also having issues with their outdated technology. As one attorney (interviewee #3) put it:

“Our technology is not great. Our computers are older. We only have a handful of blu ray players [to view video files downloaded onto discs] for 80 attorneys. Tech moves so fast that it's hard to keep up with it so we need to do a better job of that. It's hard to show someone evidence on a screen smaller than TVs at home. XXX (tech person) was an amazing addition to the system but we need a few more.”

The implementation of BWCs has created technological needs that stem beyond what the District Attorney's Office can afford and manage. As a result, prosecutors have been forced to use outdated technology that hinders them from accessing, reviewing, and distributing footage across departments and to defense attorneys in a timely manner.

Prosecutors: Case Processing

As previously noted, the District Attorney's Office is in need of additional funding to support the growing demands of accessing BWC footage in a timely manner. The lack of resources and personnel creates a time delay in receiving and sending BWC evidence to defense attorneys. Prosecutors are required to watch all BWC footage associated with a case, which can take many hours. This is especially true if there were multiple police officers at the scene of a crime. After reviewing BWC footage in preparation for a case, prosecutors must turn over the footage to defense attorneys consistent with the rules of discovery. Discovery is a “process

through which defendants find out about the prosecution's case. For example, through standard discovery procedures, they can get copies of the arresting officers' reports and statements made by prosecution witnesses, and examine evidence that the prosecution proposes to introduce at trial" (Bergman, UCLA Law, n.d.). The process of accessing and reviewing BWC footage is quite lengthy, ultimately leading to time constraints for prosecutors, coupled with concerns from defense attorneys and judges regarding defendants' rights to a speedy trial. One prosecutor (interviewee #2) commented on this particular issue by stating,

“Prosecutors are at least recently expected to review all BWC footage before releasing it to the Defense – this can be difficult when prosecutors have a huge caseload and have to watch footage for most of those cases within a short period of time.”

Although the relationship between prosecutors and defense attorneys has always been described as adversarial, unintended consequences of BWC use, such as the delay in processing case, have the potential to negatively impact their relationship.

Public Defenders: General Perceptions

Similar to responses from prosecutors, the majority of public defenders possessed positive views regarding the implementation of BWCs. Many of them discussed receiving negative feedback from their clients regarding police-community interactions for years prior to the implementation of BWCs. They further discuss not having a way to verify their clients' claims, especially since they believe jurors favor the witness testimony of police officers. However, BWCs have allowed them to substantiate numerous claims previously made by their clients and prevent wrongful convictions. For example, one public defender (interviewee #17) discussed a case in which a BWC showcased a police officer illegally detaining an individual while also using excessive force. The camera also captured the officer's superior advising him/her to revise what happened in the written report. When the report was received, the public defender noted many inconsistencies between the report and the BWC footage. This finding allowed the public defender to advocate for the defendant, resulting in a favorable outcome. The public defender noted that without the BWC footage, the defendant would likely have been convicted and/or forced into accepting a plea deal, even though he/she was clearly innocent. One public defender (interviewee #13) summed up the general consensus of most public defenders regarding BWCs by saying,

“[I’m] completely in favor. I haven’t had a situation yet where I’ve watched BWV footage and thought I hope no one sees this. It’s always helpful in some way. If I can watch it with my client and he can point stuff out I can better understand how things happened. Memories are fleeting but not footage. Body cam shows everything.”

Although the general consensus on BWCs appear to be positive, there are some public defenders who are skeptical of the implementation, particularly officers’ discretion. For example, interviewee #13 further expressed the following,

“I think everyone is cautiously pleased with the roll out. We don’t think officers are using it as much as they should be. We’ve had instances where officers remind other officers they are on camera like a code as to not say anything you shouldn’t say. For example, a suspect was fleeing. One cop said to another cop, “Why didn’t you just shoot him?” and the other officer said, “Hey, you’re on right?” as an indicator to not say stuff like that.”

In conclusion, there is a mixture of views, some positive and negative, held by public defenders regarding the use of BWCs and their overall value as evidence.

Public Defenders: Resources

The implementation of BWCs has created new technological needs for public defenders. Advances in technology, including updated software and better computers are now needed as a result of BWC usage. As one public defender (interviewee #13) succinctly put it,

“[We need] better software for viewing. A lot of cases are at night. It’s hard to see the footage. There’s no backlight. We’ve had to adjust the brightness of the video just to make out various shapes and that’s problematic. I would prefer that there were ways to lighten the footage. It feels junky to use a laptop to show to a jury. There needs to be a way to have remote viewing. It’s minor but it’d help.”

Similarly, another public defender (interviewee #12) further elaborated on the Public Defender’s Office technological challenges by stating,

“Some videos we get you can’t play it. We have one blu ray player for all

the video. Prosecutors are obligated to get us the recording. Sometimes we have formatting issues with the video and we can't play it. But I imagine we'll adjust to it ... eventually it won't come in different formats."

The lack of adequate technological resources could potentially lead to more delays in the processing of various cases, which is problematic for the legal system as a whole.

Public Defenders: Case Processing

Public defenders have also experienced delays in case processing due to the implementation of BWCs. Defense attorneys do not have access to BWC footage and have to wait for prosecutors to turn over such evidence, which can take additional time. One public defender (interviewee #15) expressed that,

"[BWC footage is not turned over] as fast as we would like. Not sure if it is prosecutors' fault. They'll suggest to us that we do subpoenas because discovery has been so slow. So, I don't think it's intentional. Subpoenas involve several extra steps to be taken that otherwise would not need to be done. I want to see it provided to prosecutors faster so they can get it to us faster, too. They're also dragging their heels for prosecution as well."

While many of the defense attorneys seemed to understand the impact BWCs have had on the DA's Office, other attorneys were not so understanding. In fact, on public defender (interviewee #13) stated,

"I just don't think [prosecutors] care to turn it over. They don't see it as necessary or important. For defense, it's crucial to understand the case. This technology is pertinent to cases. It's almost like someone can be there and we don't have to rely on testimony."

Generally speaking, public defenders expressed an overwhelming sense of frustration regarding delays in getting BWC footage from prosecutors later than expected. When public defenders receive BWC footage at the last minute, they have to rearrange their schedule to watch such footage, which might include taking the footage home and reviewing it on their television outside of standard business hours.

Judges: Overall Impressions

The City Court judges who were interviewed expressed positive views towards the use and expansion of BWCs in Monroe County. Many of them discussed how BWCs could provide transparency and a sense of safety between law enforcement and the community. For example, one judge (interviewee #20) revealed that,

“[The BWC policy] should lend itself to the community feeling some sense of safety. They don’t have to take out their phone and record themselves. [BWCs could] also provide a sense of safety for people the police are interacting with and protect police officers when they are doing the right thing...could be useful in cases to clarify some of the things that happen during the interactions or arrests.”

Such sentiment shows the value of video evidence that may more clearly illustrate the facts of an interaction or case for all legal actors involved.

Although the judges were generally appreciative of the value BWCs bring to the Criminal Justice System, they also expressed sincere concerns regarding its impact on the processing of cases and standard court proceedings. According to a judge (interviewee #20),

“Because [BWCs] are new, getting discovery turned over is overwhelming. Technology is moving faster than the law can; the law and system have not been put in place to support it.”

Another judge (interviewee #21) gave an example of how time consuming viewing video footage can be in the following account,

“Just before the interview, an ADA told me that he had 8 gigabytes of BWC footage of people protesting in a specific incident. Viewing the entirety of the data would require at least 48 hours [or]going non-stop for 2 and 1/2 days because there is a lot of footage from different officers who were on the scene.”

Regarding the lack of resources currently available to attorneys, one judge (interviewee #22) noted that,

“We need more people to help alleviate some of these unintended consequences.

[Attorneys] are not robots. They are people. There is only so much footage they can watch in a 24-hour day!”

In conclusion, there was a common consensus that despite the value that BWCs bring to the legal system, their implementation was flawed on various levels. More specifically, as one judge (interviewee #21) stated,

“A lot of money was paid for training, but they (local police departments) did not think about the extra money that would be needed for court-related processes like the storage and retrieval of footage or the additional personnel that would be needed.”

Conclusion

The implementation of BWCs was a direct response to national outcry regarding egregious community and police interactions. Although such devices are proven to be valuable, especially when it comes to making critical decisions about the future of any given case, there are certain areas within the implementation process that need improvement. Findings from this evaluation of BWC policy in Monroe County are a direct reflection of the Criminal Justice Thermodynamics Theory which states that “when reforms attempt to control workload pressures in one location, the pressures are displaced into another location as if in a “thermodynamic” or “hydraulic” system” (Bernard & Engel, p. 17, 2001). Ultimately, the implementation of BWCs created unintended consequences for other legal actors, such as prosecutors, defense attorneys, and judges, clearly illustrating how changes in one area of the legal system can impact processing and processes in other areas.

Based on the respondents’ feedback regarding the implementation of BWCs, one can logically conclude the need for the following steps. First, the county needs to be provided with additional resources and personnel so that cases are processed throughout the system in a timely manner. In knowing this, it would be valuable to receive additional funding from the State Legislature so that more attorneys and tech-personnel could be hired to help with the growing demands of BWC evidence. In addition to personnel, there should also be funding for updated technology that allows for better and more efficient viewing of BWC footage coupled with financial support for the storage of such footage. Although these steps do not guarantee the

success of the BWC policy in Monroe County, they have the potential to alleviate some of the pressures or issues attorneys and judges are currently facing now that BWCs have been implemented.

Future Research

One area of future research that could be examined regarding prosecutors and body-worn cameras is how they impact “victimless” crimes. The current body of literature focuses heavily on how BWCs are beneficial to domestic violence cases. However, there has been little research regarding crimes such as theft. Researchers could also examine the difference between how prosecutors view and use body-worn camera footage in comparison to video evidence from surveillance cameras or citizens’ cell phone that frequently go viral on the internet. Lastly, it would be useful to examine how jurors not only perceive the use of BWCs in relation to their evidentiary value, but also how their judgement is impacted when BWC footage is missing and/or an officer forgot to turn on his/her camera.

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Appendix A: Prosecutor Interview Questions

Accessibility

1. What type of cases do you process? What are the typical procedure of prosecution?
2. Have you used body-worn camera footage as evidence? If so, how would you request access to such footage? FOIL or not?
3. How often do you use and/or have access to video or audio evidence for your cases?

Body-Worn Cameras

1. What are your general views regarding video and audio evidence, such as body-worn camera footage, from law enforcement?
2. What are your impressions of your colleagues' views of BWCs?
3. How has body-worn camera footage or video evidence impacted the processing and outcome of a case?
4. Has footage from BWCs changed the pace in which cases are processed and/or handled in court? If so, how?
5. Has the use of BWC evidence impacted conviction rates?
6. Are you and/or your colleagues receiving BWC footage in a timely manner? If not, why?
7. Are you and/or your colleagues turning over the footage to defense attorneys in a timely manner? If not, why?
8. What are the technological needs of prosecutors now that BWCs have been implemented?
9. Why types of cases (e.g. domestic violence, sexual assault, and theft) do you believe are most affected by body-worn camera footage or video evidence?
10. Do you think body-worn camera footage could affect wrongful convictions? If so, how?
11. Do you think body-worn camera footage could affect police-community interactions? If so, how?
12. Do you think that BWC evidence is more likely to aid the prosecution or the defense?
(Merola, Lum, Koper & Scherer, 2016)
13. What impacts do you anticipate BWCs will have in your jurisdiction over the long term?
(Merola, Lum, Koper & Scherer, 2016)

14. What is the best aspect of BWC? What has been the most difficult aspect of adapting to BWC?
15. How could the usage of body-worn cameras be improved?

Trials/Plea Bargaining

1. What criteria allow body-worn camera footage or video evidence to be admissible in court?
2. Can you tell me how BWC affects decision-making in cases?
 - a. Charge?
 - b. Plea bargain?
 - c. Trial?

Follow-up: Can you give some examples in each area?

Relational Changes

1. Has the implementation of body-worn cameras changed the relationship between prosecutors and other agents of the legal system, such as defense attorneys, jurors and/or judges? If so, how?

Follow-up: Examples?

Privacy

1. What are your thoughts regarding law enforcement and citizens' privacy in relations to body-worn cameras?

Concluding Question

1. What questions would be helpful to have answered about BWC and its impact on prosecutors/defense/judges?

Appendix B: Public Defender Interview Questions

Accessibility

4. What type of cases do you oversee? What are the typical procedure of defense?
5. Have you used body-worn camera footage as evidence? If so, how would you request access to such footage? FOIL or not?
6. How often do you use and/or have access to video or audio evidence for your cases?

Body-Worn Cameras

16. What are your general views regarding video and audio evidence, such as body-worn camera footage, from law enforcement?
17. What are your impressions of your colleagues' views of BWCs?
18. How has body-worn camera footage or video evidence impacted the processing and outcome of a case?
19. Has footage from BWCs changed the pace in which cases are processed and/or handled in court? If so, how?
20. Has the use of BWC evidence impacted acquittal rates?
21. Are you and/or your colleagues receiving BWC footage in a timely manner? If not, why?
22. What are the technological needs of defense attorneys now that BWCs have been implemented?
23. Why types of cases (e.g. domestic violence, sexual assault, and theft) do you believe are most affected by body-worn camera footage or video evidence?
24. Do you think body-worn camera footage could affect wrongful convictions? If so, how?
25. Do you think body-worn camera footage could affect police-community interactions? If so, how?
26. Do you think that BWC evidence is more likely to aid the prosecution or the defense?
(Merola, Lum, Koper & Scherer, 2016)
27. What impacts do you anticipate BWCs will have in your jurisdiction over the long term?
(Merola, Lum, Koper & Scherer, 2016)
28. What is the best aspect of BWC? What has been the most difficult aspect of adapting to BWC?
29. How could the usage of body-worn cameras be improved?

Trials/Plea Bargaining

3. What criteria allow body-worn camera footage or video evidence to be admissible in court?
4. Can you tell me how BWC affects decision-making in cases?
 - a. Charge?
 - b. Plea bargain?
 - c. Trial?

Follow-up: Can you give some examples in each area?

Relational Changes

2. Has the implementation of body-worn cameras changed the relationship between defense and other agents of the legal system, such as prosecutors, jurors and/or judges? If so, how?

Follow-up: Examples?

Privacy

2. What are your thoughts regarding law enforcement and citizens' privacy in relations to body-worn cameras?

Concluding Question

2. What questions would be helpful to have answered about BWC and its impact on prosecutors/defense/judges?

Appendix C: Judge Interview Questions

Accessibility

1. What type of cases do you usually preside over?
2. How often is video or audio admitted into your court room?

Body-Worn Cameras

1. What are your general views regarding video and audio evidence, such as body-worn camera footage, from law enforcement?
2. What are your impressions of your colleagues' views of BWCs?
3. How has body-worn camera footage or video evidence impacted the processing of cases?
4. Why types of cases (e.g. domestic violence, sexual assault, and theft) do you believe are most affected by body-worn camera footage or video evidence?
5. Do you think body-worn camera footage could affect police-community interactions? If so, how?
6. What impacts do you anticipate BWCs will have in your jurisdiction over the long term? (Merola, Lum, Koper & Scherer, 2016)
7. What is the best aspect of BWC? What has been the most difficult aspect of adapting to BWC?
8. How could the usage of body-worn cameras be improved?

Trials/Plea Bargaining

1. What criteria allow body-worn camera footage or video evidence to be admissible in court?

- a. How do you decide whether BWC footage is admissible?
- b. Has BWC impacted pre-trial motions? If so, how?

Relational Changes

1. Has the implementation of body-worn cameras changed the relationship between judges and other agents of the legal system, such as prosecutors, defense attorneys and jurors? If so, how?

Privacy

1. What are your thoughts regarding law enforcement and citizens' privacy in relations to body-worn cameras?

Concluding Question

1. What questions would be helpful to have answered about BWC and its impact on prosecutors/defense/judges?

**Appendix XIIb: Time Series Analyses on Calls-for-Service, Arrests,
and Quality of Service Inquiry (QSIA) Calls Before-and-After Body-
Worn Camera Implementation**

12/21/17



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Abstract

This study was a quantitative assessment of changes in three police generated data prior to and after the implementation of body-worn cameras (BWC) in the Rochester Police Department (RPD). The data examined within this study were: calls-for-service, arrests, and Quality of Service Inquiry (QSIA) calls between 1/1/15 – 7/15/17. In order to evaluate these changes, time series analyses were used. This report includes hypotheses that are informed by a literature review, our methodology, and the results of the analyses. This report is intended to add to a body of literature regarding changes in police activity and processes, and inform police supervision and hierarchy of these changes therein.

Research Purpose

The popularity of body-worn camera (BWC) implementation within police departments around the United States has steadily increased since 2013 following controversial police shootings in an attempt to bolster police legitimacy and transparency (Stanley, 2013). Additionally, a growth in research conducted on the effectiveness of BWCs in regards to policing overall has coincided with the increased usage of BWCs. Research has consistently found a reduction in police use of force and civilian complaints. In those regards, the current state of research has been unclear, with some studies have showed significant decreases in police use of force and complaints (Ariel, Farrar, & Sutherland, 2015; Jennings, Fridell, & Lynch, 2015; Ready & Young, 2015) while other studies displayed mixed results (Ariel, Sutherland, Henstock, Young, Drover, Sykes, & Henderson, 2016).

Alternative studies have focused on officer perceptions of BWCs before and after implementation and have been used as a proxy measure of BWC effectiveness (Jennings, Fridell, & Lynch, 2014; Gaub, Choate, Todak, Katz, & White, 2016). These studies infer that officers who view BWCs more positively will be more motivated to use BWCs, thus increasing the BWC's effectiveness and impact in policing.

There have been limited amounts of research studying the BWCs indirect effects on policing. This report is intended to fill in these gaps in research by examining the impact of BWCs in a broader lens. Within this report, three hypotheses were explored in relation to BWCs effect on the Rochester Police Department:

1. Do BWCs increase or decrease the weekly frequency of calls-for-service?
2. Do BWCs increase or decrease the amount of arrests made weekly?
3. Do BWCs increase or decrease the amount of Quality of Service Inquiry (QSIA) calls?

Below, a brief literature review and theoretical explanations regarding these hypotheses were explored. After, the methods of our analysis and the results are explored. Last, conclusions are drawn from these results and future directions in research are discussed.

Literature Review

Calls-for-Service

Police “calls-for-service,” or 911 calls, are data recorded every time civilians, or in some cases other officers, request police assistance regarding a situation. Literature regarding fluctuations in police calls-for-service primarily draw from the *Routine Activities Theory* which was developed by Cohen and Felson (1979). According to research conducted on the Routine Activities Theory, changes in police calls-for-service are typically affected by weather. During seasons with warmer and milder weather, individuals spend more time outside and interacting with other individuals outside of their homes (Cohn, 1993). During colder months, individuals are more likely to stay home and interpersonal interactions generally decrease (Cohn, 1993). According to Cohn (1993), fewer interactions between individuals means less opportunity for criminal offenses and disruptions to occur, and consequentially, police are called less frequently.

The primary assumption of routine activities theory is that criminal offenders are motivated to commit offenses regardless of social causes like poverty, inequality, and unemployment. In order for a disturbance (such a hostile confrontation between individuals), or criminal activity, to occur, there simply needs to be a motivated offender and a suitable target. This relationship is largely the result of *interactions* between suitable targets and motivated offenders. Therefore, increased interactions lead to increased disturbances or offenses. Increased criminal activity/disruptions in peace means police are called more frequently to de-escalate or handle these issues.

Other literature regarding police calls-for-service argues that how police calls-for-service are handled impacts repeat calls which, according to Charkoudian (2005), have the possibility of constituting for a large majority of calls to a police department. Repeat calls, or additional unneeded calls for a single incident where only one is needed, are considered to be time wasting and inefficient to a police department (Charkoudian, 2005). According to Charkoudian (2005), if police officers respond to calls-for-service with the goal in mind to resolve the underlying issues related to the call, then repeat calls are less likely. In this framework, fewer calls-for-service can be seen as positive.

Alternatively, police calls-for-service has been described as beneficial. According to Sunshine & Tyler (2003) a manifestation of increased police legitimacy are increased police calls-for-service. Legitimacy, when related to policing, is spoken of in terms of “trusting” the

police because they are viewed as “just” figures of the law, the police being more effective, or a combination of both (Tankebe, 2013). Legitimacy is often promoted through treating individuals in ways that are considered “procedurally just.” Treating individuals in a procedurally just way includes engaging civilians in ways that are respectful and dignified, being neutral in decision making, and conveying trustworthy motives. It has been hypothesized that increased perceptions by the community of police effectiveness, legitimacy, and procedurally just behaviors can increase calls-for-service (Ariel, 2016).

From the large body of literature analyzing BWCs, there have only been two studies to date that inspect BWCs in relation to its impact on the frequency of police calls-for-service. One study conducted in the United Kingdom showed that domestic abuse calls-for-service increased with BWC implementation (Ellis, Jenkins, & Smith, 2015). The second study conducted in Denver, showed increases in calls-for-service generally with BWCs in comparison to before BWCs. Thus far, there has been no studies that indicated a decrease in calls-for-service.

Arrests

According to Maxwell, Garner, & Fagan (2001), the strength of evidence in cases is one of the largest predictors of getting a conviction for a criminal act. Additionally, according to Morrow, Katz, & Choate (2016), officers are encouraged to gather as much evidence as possible for a criminal case in order to be able to file charges for an arrest. Therefore, officers are tasked with accumulating as much evidence as possible to file criminal charges *with* the goal of obtaining a criminal conviction.

Body-worn cameras are believed to greatly enhance an officer’s ability to collect evidence by documenting crime scenes in a continuous, real-time manner (White, 2014). According to White (2014), there have not been many studies examining the effect of BWCs on arrests within police departments in the United States. In the United Kingdom, projects such as the Plymouth Head Camera Project and the UK Home Office found that BWCs led to quicker resolution of cases via an increase of guilty pleas, and a decrease of cases headed to trial (as cited in White, 2004). Thus, research exists on increased ability to prosecute, however, not much has been studied on the relationship between BWCs and the ability to make an arrest.

Only two studies have been conducted to study the effect of BWCs and decision-making regarding arrests. One study in London showed that BWCs had no effect on proportion of arrests for violent crime and that less arrests were made in stop-and-searches (Grossmith, Owens, Finn,

Mann, Davies, & Baika, 2015). In the Phoenix Police Department, arrests increased in the BWC sample in comparison to officers without BWCs (Katz, Choate, Ready, & Nuño, 2014). In the Mesa police department, there was a decrease in arrests for officers with BWCs (as cited in Bushaw, 2017). A study conducted in the Chicago police department found a relationship between officer arrests with BWCs when analyzed in relationship to an offender's race, where blacks were more likely to be arrested than whites by an officers with a BWC (Bushaw, 2017). Thus, the current research environment indicates that the impact of BWCs on arrests greatly varies by department, the type of situation an arrest is being made for, and racial demographics of the arrestee.

Quality of Service Inquiry (QSIA) calls

There is a large body of evidence that has indicated that BWCs significantly reduce civilian complaints against a police agency. Most commonly when BWCs are researched for their effectiveness, typically, studies analyze BWCs in relationship to decreased civilian complaints. The theoretical mechanism explaining why BWCs can reduce complaints discussed within BWC literature is grounded in the psychological theories of perceived social-surveillance, self-awareness and socially desirable responding (Ariel, Farrar, & Sutherland, 2015). According to these theories, individuals positively tailor their behaviors to adhere to social norms and codes of conduct on the basis that someone else, or in this case a camera, is watching (Ariel et al., 2015). In other words, body-worn cameras are presumed to influence interactions by providing a deterrent stimulus between both civilians and police officer misbehavior, which could in turn, lead to reduced civilian complaints.

The results of studies that have analyzed BWCs and its effect on complaints have been positive. A study in Rialto, California, showed an 88% reduction of complaints filed against officers in comparison to the prior year (Ariel et al., 2015). In Orlando, Florida, there was a large decrease of 65.4% in complaints against officers with BWCs when compared to officers without BWCs prior to and after implementation (Jennings et al., 2015). In London, England, BWCs were shown to have substantially reduced officer complaints, but this difference wasn't large enough to constitute statistical significance (Grossmith et al., 2015). Furthermore, in the Las Vegas Police Department, there was a 16.5% statistically significant reduction in complaints for officers with BWCs when compared to those without cameras before and after implementation (Braga, Coldren, Sousa, Rodriguez, & Alper, 2017). Within the scope of this literature, there is a

clear relationship between BWC implementation and decreases in civilian complaints.

However, what is not examined in the literature are complaint reporting patterns (White, 2014). In the Rochester Police Department, before a complaint allegation is filed, a QSIA call occurs. A QSIA call can be thought of as a “pre-complaint.” Often times, QSIA calls are resolved over the telephone before a formal complaint allegation is filed. These calls may be handled over the telephone before being elevated to a formal allegation because they may be communicated to be “baseless” or “frivolous” (White, 2014). Thus, the aforementioned complaint studies often reference decreases in complaints that have been elevated to the status of “formal allegations,” and QSIA’s can serve as a measure of the communities’ complaint reporting patterns.

Summary of the Literature

There are many assumptions within the literature regarding the nature of policing and police data that implicate how our hypotheses are able to be analyzed. Inferred from the literature, we assume that the primary mechanism in which police activity is formed are via calls-for-service. In other words, most police activity and responses *begin* with a call-for-service. As indicated by Cohn (1993), police calls-for-service are greatly impacted by seasons and weather. It has been described that in warmer months, there is more activity amongst and between people, which leads to greater potential for criminal activity or disturbances that require police assistance (Cohn, 1993).

Under this framework, the seasonal variations of calls-for-service have relationships to our other variables analyzed in this study, which are arrests and quality of service inquiry calls. In order for police officers to make an arrest, there must first be a call-for-service to respond to in order to collect evidence from a scene, and make judgments based off of the weight and incriminating factors within that evidence in order to make an arrest. Secondly, for a QSIA call to be made to formally file a complaint against an officer, a call-for-service has to occur; there would be no details regarding a particular officer or incident to complain about otherwise.

Therefore, due to the seasonal nature of all the data within this study, we took measures to ascertain potential changes in the data as a result of BWCs, regardless of seasonal variation. In the section below, the statistical test that was selected in order to counteract potential inaccuracies and biases that would be present in standard statistical tests are described.

Methods & Analysis

Time-Series Analysis

This analysis will use time-series analyses to determine the impact of BWCs on these three measures. In layman's terms, time-series analysis examines differences in data while taking into account an internal structure within the data such as trends, seasonality, and autocorrelation (Box, Jenkins, Reinsel, & Ljung, 2017). *Trends* are long term directions within data (Box et al., 2017). For example, if calls-for-service within a police department exhibits long term increases, this would be considered a trend. *Seasonality* is when the data follows systematic and regular changes throughout a calendar year (Box et al., 2017). An example of this would be decreases in police calls-for-service data during winter months and increases during summer months. *Autocorrelation* is the similarity between two points of data with a function of time lag in between them (Box et al., 2017). When these structures and forces within the data such as trends, seasonality, and autocorrelation are accounted for, as a result, stronger inferences of causality, such as from a BWC implementation, are able to be made.

However, time-series analyses cannot account for these changes if there are additional effects that researchers are unaware of. For example, if a time-series analysis indicated that since BWC implementation arrests dramatically increased, these inferences may be inaccurate if during that same time period RPD adopted different policies regarding discretion and decision-making that caused officers to make more arrests. Therefore, interpreting the results of our analysis should be taken with prudence in the case that other changes within the RPD may have taken place that our analysis was not able to account for.

The second rationale behind utilizing a time-series design for analyzing our data was related to the design of this experiment. This study did not follow the methods of a classical experiment, which would include random assignment of BWCs and a control group without BWCs, and comparisons made between BWC and non-BWC groups before and after selected periods of time. Ideally, these comparison groups would also have been isolated to separate patrol sections. Instead, the RPD followed an incremental deployment schedule. This included deploying BWCs to every officer in a given patrol section, and the deployment would continue into the next section after the deployment of BWCs into the previous section was completed. Reference Appendix A to examine the five patrol sections of the RPD. Reference Appendix B to inspect the deployment schedule that was designated by the RPD. The lack of controlled

conditions made analyzing the effects of BWCs on our three sets of police data difficult, but not impossible. The next sections describe the manipulations that researchers made in and on our data in order to conduct time-series analyses.

Data

The data for our dependent variables was cleaned before our analyses were performed in order to appropriately answer our research questions. This study only sought to analyze calls-for-service made by civilians. Researchers removed what was recorded in our calls-for-service data that were made amongst officers requesting each other's' assistance. No manipulations were needed in our dataset for our QSIA calls variable.

In addition to felony and misdemeanor arrests, our dataset included infractions, violations, and parole violations. Researchers removed those cases as our study only sought to analyze misdemeanor and felony arrests. Furthermore, the cases in our arrests dataset were organized by the individual charges that were related to the arrest of a single person. Researchers isolated what was indicated by the Monroe County Crime Analysis Center (MCAC) as the most serious charge related to a single arrest for our analysis. The data for our three variables were provided by the MCAC.

After the required data manipulations, researchers compiled the individual cases into weekly counts for our time-series models. The timeframe of the data ranged from January 1st, 2015 to July 15th, 2017. The data, which included calls-for-service, arrests, and QSIA calls, were organized on an individual case basis. This left researchers with 122 weeks, or observations, for each of our three time-series analysis models.

Our independent variable, the percentage of BWCs deployed, was calculated by using the timestamp on survey data. The surveys were collected as part of a component within CPSI's evaluation that involved officer perceptions of BWCs (Appendices IVb & VIIb). The surveys were distributed and collected from officers as the deployment progressed throughout the five patrol sections. As officers were trained for and received their BWCs, officers were required to complete surveys by an RPD lieutenant. Surveys were utilized to calculate and track the percentage of BWCs as the deployment progressed weekly, and assorted to coincide with the time distribution of our dependent variables (calls-for-service, arrests, and QSIA calls). The next section of this report describes the results of our time-series analysis.

Results

Calls-for-Service

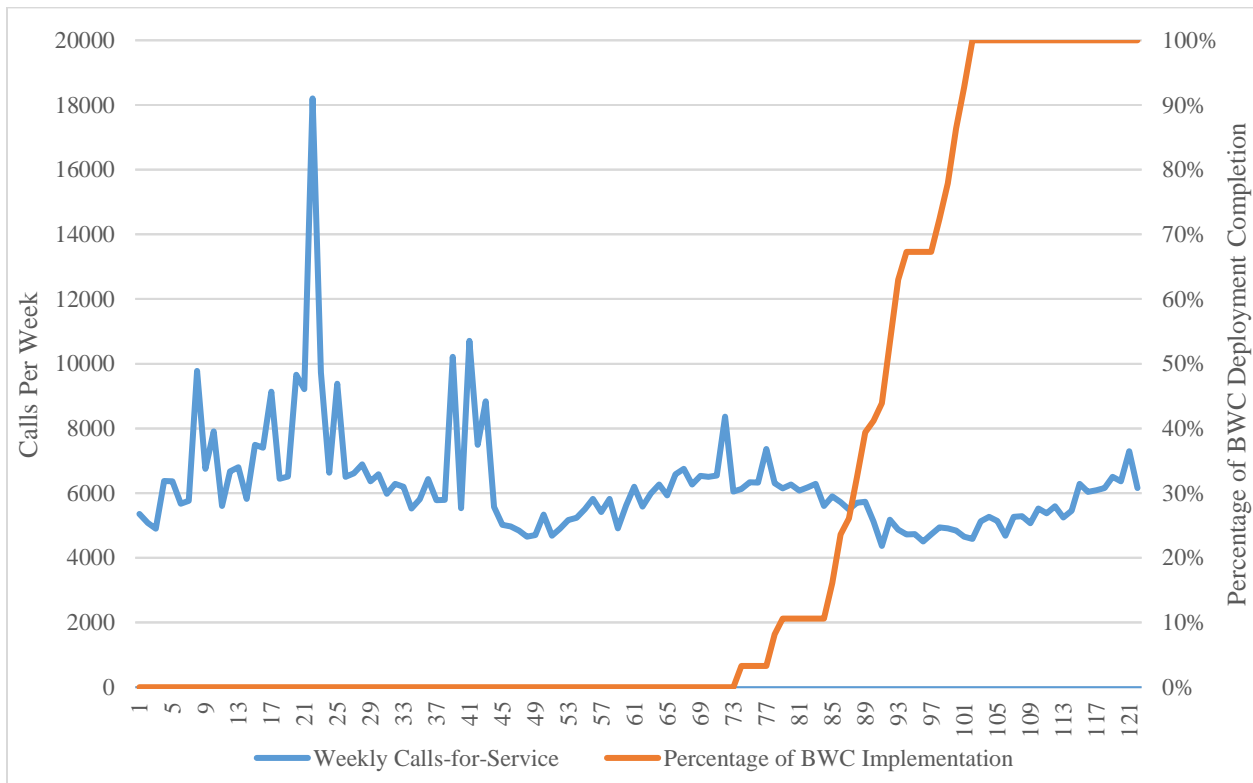
Figure 1 is a time-series graph that displays the weekly calls-for-service and the percentage of BWC deployment completed in the RPD from 1/1/2015 to 7/15/17. According to the CFS data, on average, the RPD responds to 1,030 civilian calls daily. Depicted by the data is a clear seasonal trend, with the weekly counts of calls-for-service exhibiting steady decreases to approximately 5,000 calls during the winter months, then rising steadily to roughly 7,000 calls during the summer months. The data also showed consistency and no discernable long term upward or downward trend in the number of calls.

There was one outlier that occurred around week twenty-two (6/29/15 - 7/6/15), where there were approximately 18,000 calls-for-service. Further investigation of this outlier showed that the daily total calls-for-service were approximately 4,500 calls-for-service from 07/02/15 – 07/06/15, just over quadruple the daily average of 1,030 calls. When these dates were considered for the types of calls that were being made, they were predominantly family calls, annoyance calls, and suspicious behavior calls, which would be expected during for a holiday during the summer months. These same spikes in calls-for-service occur in the following years, however not as dramatically, and may possibly be due to changes in police presence and strategies to counteract these dramatic increases.

General inspection of the graph shows no discernable difference in calls-for-service upon completion of BWC deployment. The result of our time-series analysis indicated that when the internal structures and forces within our data were accounted for, BWC implementation responsible for a decrease in ten calls-for-service weekly. This difference is minimal, and was not statistically significant.²⁴

²⁴ (95% confidence interval: -55 to 34; $z = -0.47$, $p = 0.642$)

Figure 1: Time-Series Graph of Weekly Calls-for-Service and the Percentage of BWC Implementation in the Rochester Police Department from (1/1/15 – 7/15/17)



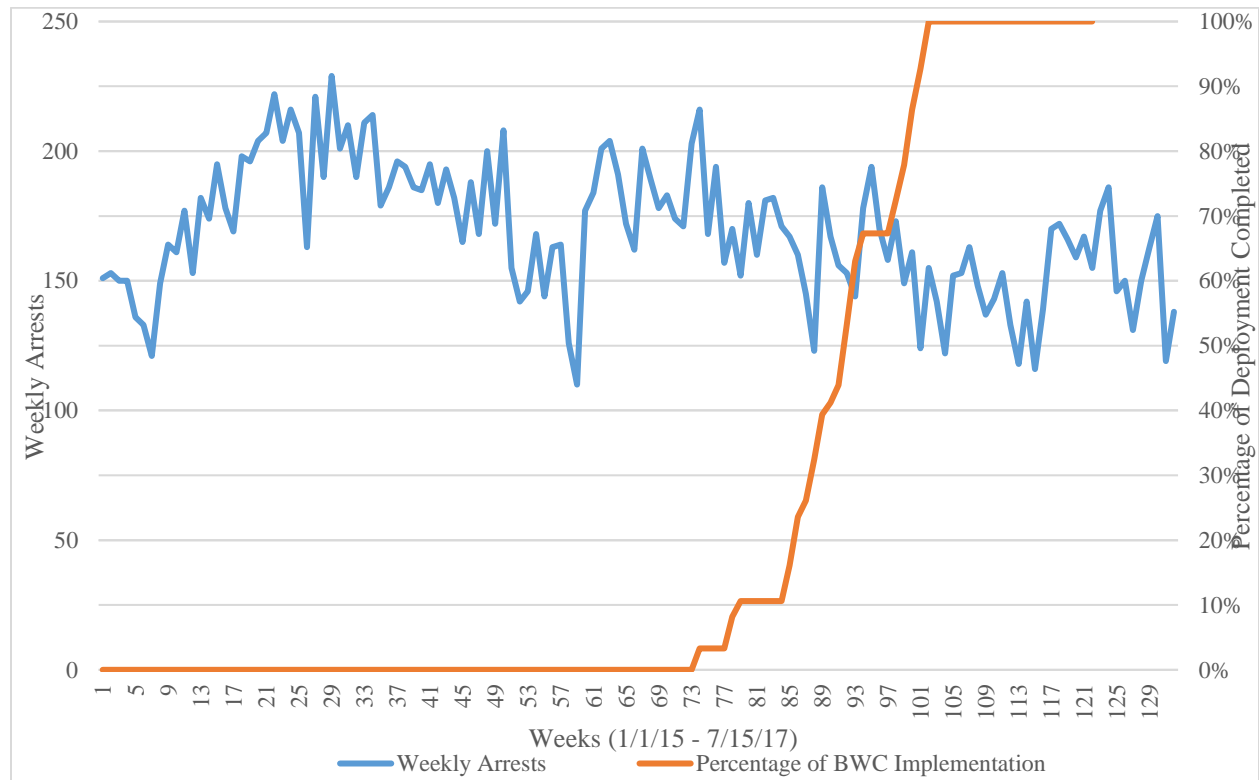
Arrests

Figure 2 is a time-series graph of felony and misdemeanor arrests in the RPD and the percentage of BWC deployment from 1/1/15 – 7/15/17. On average, according to our arrests data, the RPD has 169 misdemeanor and felony arrests weekly. There appeared to also be seasonal fluctuations in the arrests data. During winter months, there was approximately 150 arrests weekly, and this increased to roughly 200 weekly arrests during summer months (see Figure 2 on the next page). Differences in arrests data was anticipated to coincide with calls-for-service data, as decreases/increases in responses to calls lead to less opportunities for police arrests to occur.

There did not appear to be any long-term decreasing/increasing trends in misdemeanor and felony arrests, or acute outliers that required further investigation. BWCs did make significant difference in the number of misdemeanor and felony arrests, unlike calls-for-service where BWCs did not make a significant difference. Time-series modeling and testing were able to account for a statistically significant decrease of thirty-one weekly arrests when BWC

implementation was accounted for.²⁵

Figure 2: Time-Series Graph of Weekly Arrests and the Percentage of BWC Deployment Completed in the Rochester Police Department from (1/1/15 – 7/15/17)



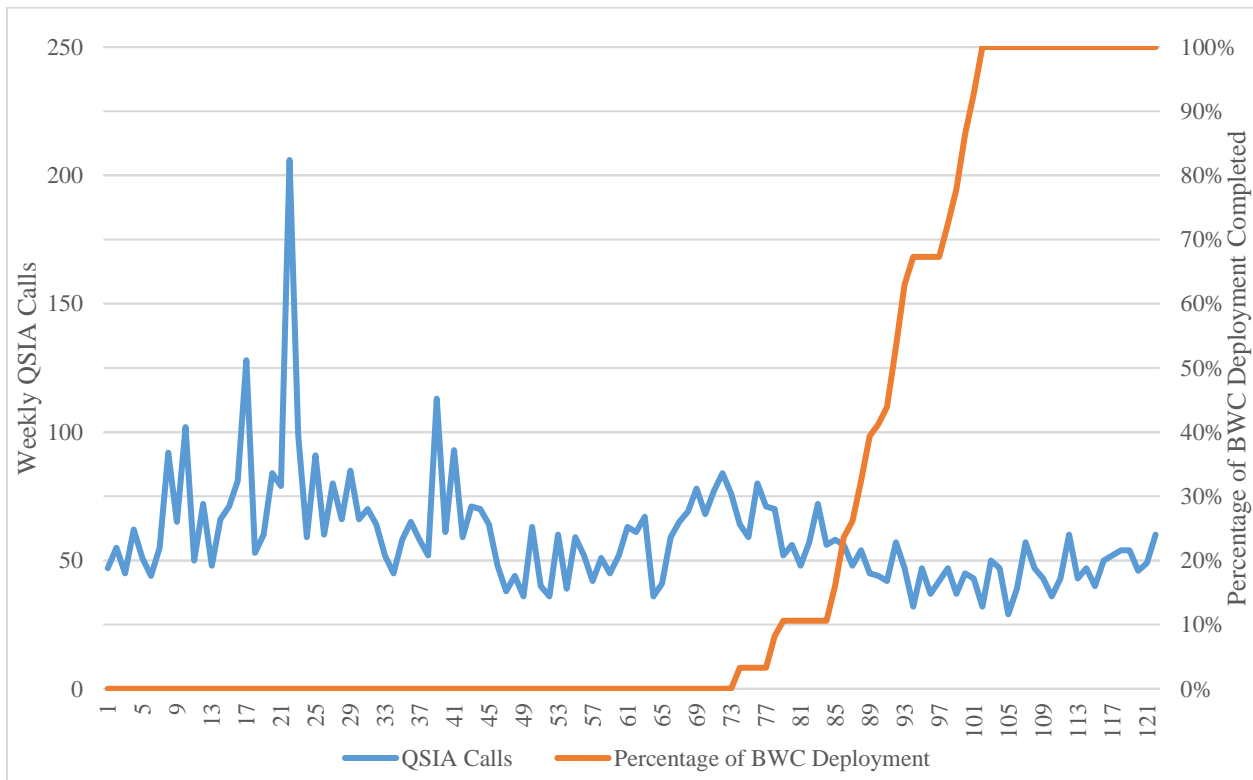
Quality of Service Inquiry (QSIA) Calls

The third time-series model created depicted QSIA calls and the percentage of BWC deployment from 1/1/15 – 7/15/17 (See Figure 3). According to our QSIA data, on average, approximately fifty-nine QSIA calls made to the RPD weekly. Generally, QSIA calls shared strong similarities in patterns with all of RPD’s calls-for-service. QSIA calls, like calls-for-service, exhibited seasonal oscillations where the data exhibited decreases during winter months and increases during summer months. The QSIA dataset shared the same outlier during week twenty-two (6/29/15 - 7/6/15) as was identified in the calls-for-service data, where QSIA calls quadrupled from the average 59 weekly QSIA calls, to over 200 QSIA calls. Due to the close relationship in data structure between QSIA calls and all calls-for-service overall, this was anticipated.

²⁵ (95% confidence interval: -58 to -3; z = -2.21, p = 0.027)

Inspection of the time-series graph portrayed a slight decrease upon the full deployment of BWCs in the RPD. However, time-series statistical tests indicated that there were no changes in QSIA calls when BWC implementation was accounted for.²⁶ Due to the strong relationship in patterns among QSIA and overall calls-for-service, the lack of effect by BWCs in both data sets were not surprising.

Figure 2: Time-Series Graph of Weekly QSIA Calls and the Percentage of BWC Deployment Completed in the Rochester Police Department from (1/1/15 – 7/15/17)



Limitations

Like all social-science research, this study is not without its' limitations. The first limitation is the lack of inferential power because of the short timeframe of data. Having more years of data would help make stronger inferences and conclusions regarding the impact of BWCs. Our datasets were two and a half years long. While having data from before 2015 was possible, it was not usable in regards to the geographic reorganization of patrol sections that

²⁶ (95% confidence interval: -0.5 to 0.2; z = -1.08, p = 0.281)

occurred before the start of 2015.²⁷ Having such large changes impacting the data in regards to policing geography would implicitly bias our results. For this analysis, it would have been ideal to have a dataset with a longer timeframe to conduct statistical testing. For the reasons that made this unfeasible, tests will have to be conducted in the future once the RPD has had opportunity to collect data for 2018, and 2019.

Additionally, there is a potential for an “acclimating” effect after the implementation of BWCs. As BWCs are still a fairly new implementation in the RPD that would merit some immediate changes to officer behavior, there is a potential for officers to become accustomed to BWCs and for behavioral impact changes to drop off after some period of time. This would require future data collection and monitoring to ascertain this sort of effect.

Conclusion & Discussion

Calls-for-Service

Researchers were able to answer three major hypotheses in regards to the effect of BWCs on police behavior, response, and activity within the Rochester Police Department by having utilized time-series analyses. The result of the statistical analysis and modeling indicated that there was no impact in regards to police reactivity and responses to calls-for-service. This finding corroborated with the findings of the ride-along interviews that were conducted as part of this evaluation, where officers frequently stated that they believed that BWCs will not affect officers’ ability or willingness to respond to calls-for-service. Statements made during those interviews indicated a strong belief amongst all officers that regardless of technological innovation within the RPD, the reactive nature of and approach to policing will not change.

This study cannot make direct claims in regards to community privacy concerns relative to BWC implementation that could cause decreased civilian willingness to call police. Inversely, this study cannot ascertain increased perceptions of police legitimacy that may lead to increased civilian willingness to contact the police. Identification of these factors would require more interview and survey research conducted in various Rochester neighborhoods that answer these hypotheses in a more direct manner, which the CPSI did not have the opportunity, resources, or support to conduct. Those hypotheses are specific to and vary by demographic, cultural, and socio-economic backgrounds in people, and populace in respect to those backgrounds vary

²⁷ To view extra information on Mayor Lovely Warren’s Reorganization of RPD Sections, see: <http://www.cityofrochester.gov/WorkArea/DownloadAsset.aspx?id=8589971270>

substantially on a smaller, neighborhood scale. Further, these variations are also present on a larger geographic scale, such as by patrol section.

Therefore, while statistical tests on citywide calls-for-service depicted no major changes, it is possible that these hypotheses are true in certain neighborhoods, or that changes are present individually by patrol section. It is also possible that changes in patrol sections created an averaging effect on the citywide calls-for-service data. Ascertaining these hypotheses would require further research where time-series analyses are conducted on calls-for-service in the five RPD patrol sections separately, along with qualitative data that corroborates changes in data. Thus, the result of this study on calls-for-service can only claim that as a city, calls-for-service did not change as a result of changes in officer behavior.

QSIA Calls

BWCs were shown to have no effect whatsoever on QSIA's received by the RPD according to the time-series statistical tests. This result for QSIA's was expected due to the close relationship in the nature and structure in data with overall calls-for-service. This finding confirms officer statements and surveys that were collected before and after implementation where officers said that they did not notice substantial changes in their, or other, officer behavior that would imply changes in complaints being filed. This finding also corroborates statements and surveys completed by officers that civilians generally do not notice officer BWCs, and as a result, civilian behaviors would also not change.

However, as with calls-for-service, there is a possibility for differentiation in QSIA's to occur at the patrol level, and for an averaging effect to occur amongst differences by patrol section. Ascertaining this impact would require analysis at the level of the patrol section. Answering further hypotheses regarding civilian motivations to change their approach to filing a complaint would require more qualitative interview and survey research. That research would have to be conducted on the general populations and those who have filed complaints pre and post BWC implementation implicitly ask questions in that respect. Therefore, this research can only state that as a city, QSIA calls did not change, and this is likely not due to changes in officer behavior.

Arrests

Our statistical tests on arrests within the RPD depicted a large decrease of thirty arrests weekly upon the completion of BWC deployment. Having considered there are 169 weekly arrests in the RPD, this is a substantial decrease and a critical finding. Across thirty weeks, there would be reductions in approximately 5,070 arrests. This finding confirms officer surveys that indicated overwhelming agreement across all five sections in the RPD regarding decreased officer discretion when deciding to make an arrest. This finding requires further analysis to identify differences in arrest data by patrol section. More research is also required to identify *which* calls-for-service or situations are most impacted by reduced discretion. Identification of changes in arrest data are especially important for domestic disputes, as the finding of decreased arrests overall in the RPD *contradicts* statements made by officers in post-implementation ride-alongs regarding increased adherence to making an arrest during domestic disputes.

Further analysis on changes in arrests for different situations would give emphasis and direction to future research that would entail why officers feel that their discretion to make arrests are reduced. Perhaps officers feel that a larger burden of proof is required to make an arrest, where before BWCs, officers felt that they could make arrests solely based on wide discretionary authority. In order to truly study this effect, further interviews around officers' feelings of reduced discretion when deciding to make an arrest would have to be conducted. Further, it would be beneficial to completely answer those questions by conducting observational research on officer behavior when deciding to make an arrest before-and-after BWC implementation. That research could be conducted by coding officer behaviors before BWC implementation through ride-alongs. After implementation, analyzing BWC videos by the same measure, then comparing the result of coding pre and post implementation, would help identify the changes in arrest decision making.

By conducting direct observational research, researchers can identify whether decreased arrests are positive or negative changes. Officers could be making fewer arrests with BWCs that may result in dismissals or dropped charges if there was no presence of a video. In other words, officers may be making fewer arrests that they otherwise should not have made. Inversely, officers may feel that their discretionary power to make arrest is substantially reduced to the effect that officers feel that they will be disciplined for their right to make what is a valid arrest.

This study intended to give insight to police personnel regarding unanticipated changes as

a result of BWCs. Reductions in complaints and officer use of force were the expected results of implementing BWCs. Changes in calls-for-service, complaint reporting patterns, and officer arrests are other impacts of broad implication that were anticipated. While the results of this research require further analysis within patrol sections to ascertain the questions revolving around calls-for-service and QSIA's more definitively, the significant decrease in arrests as a department requires attention from police supervision.

Conclusion

This study was a quantitative assessment of changes in three police-generated data series prior to and after the implementation of body-worn cameras (BWC) in the Rochester Police Department (RPD). The results of the time series analysis on calls-for-service was that there was no significant change pre-and post-implementation. The results of the Quality of Service Inquiry (QSIA) calls between 1/1/15 – 7/15/17 showed no significant change between pre- and post-implementation of BWCs. However, there was a significant decrease in arrests made pre- and post-implementation of BWCs. Further research would help identify the mechanisms by which the decrease in the arrest rate took place after BWC implementation.

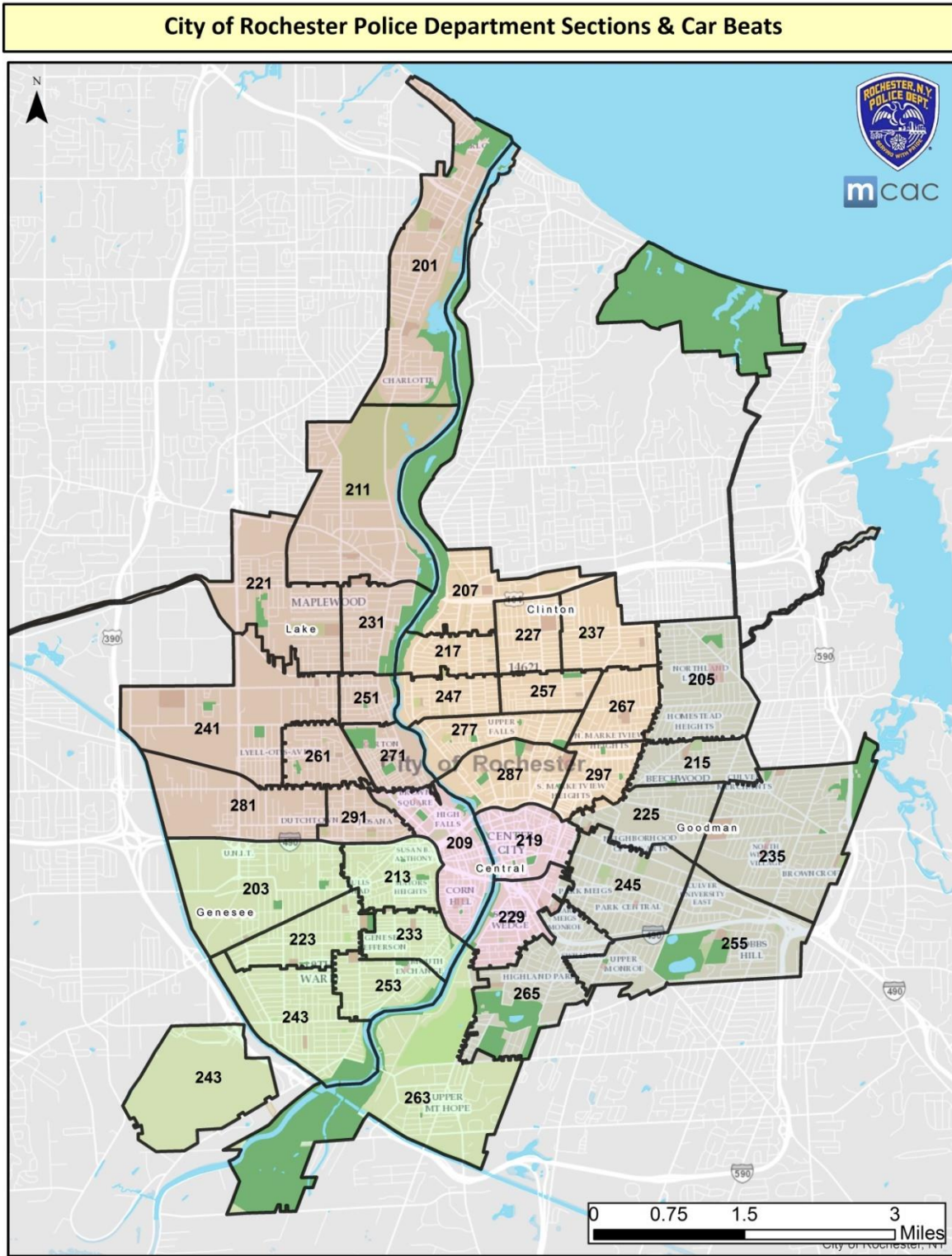
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Appendix A:



Appendix B:
RPD's BWC Deployment Schedule

Section	Planned Start	Planned Completion
Clinton	07/05/16	10/07/16
Central	10/11/16	11/04/16
Goodman	11/08/16	12/05/16
Lake	12/06/16	1/06/17
Genesee	01/10/17	02/03/17
Special Operations	02/07/16	03/03/17