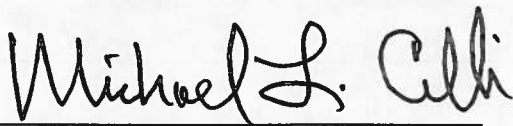


**Memorandum of Understanding  
Between the Rochester Police Department and  
The Center for Public Safety Initiatives at Rochester Institute of Technology**

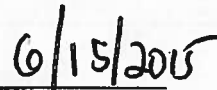
1. The Rochester Police Department (RPD) and the Center for Public Safety Initiatives at Rochester Institute of Technology (CPSI) are jointly committed to the successful implementation of a Body-Worn Camera (BWC) Program by RPD.
2. RPD and CPSI recognize that implementation of a BWC program is a complex endeavor, with critical implications for police-community relations, police resources and operations, legal and privacy considerations, use of technology, and other important considerations.
3. CPSI supports RPD in its application for funding under the Body-Worn Camera Pilot Implementation Program FY 2015 Competitive Grant Announcement, BJA-2015-4168 (BWC Grant).
4. RPD and CPSI recognize the critical importance of an independent evaluation of the BWC program to ensure program success, and to provide valuable guidance for other jurisdictions seeking to implement a BWC program in the areas of structure, process, and outcomes of the BWC program.
5. RPD and CPSI will form a research partnership, committed to:
  - a. Process and outcome evaluation;
  - b. Use of the strongest possible evaluation designs, including experimental design and random assignment; and,
  - c. A partnership in which participants will work closely with evaluators involving a process of continual exchange and feedback.
6. CPSI agrees to serve as a sub-recipient to RPD for the BWC grant to assist RPD with data collection for its BWC program, and to conduct an independent evaluation of that program.
7. CPSI will design and implement an independent evaluation process in accordance with the Proposed Evaluation Design for Implementation of Body Worn Cameras in Rochester New York, attached to and made a part of this Memorandum of Understanding.
8. RPD will work collaboratively with CPSI to provide data and input for the evaluation as agreed.
9. In collecting data and conducting this program evaluation, RPD and CPSI each agree to comply with all applicable requirements of the BWC Grant, including but not limited to those specifically relating to Project Evaluations and Research, and Evaluation Independence and Integrity. RPD and CPSI will also be bound by

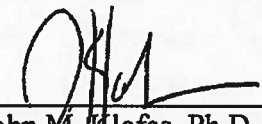
their respective internal policies, rules, and regulations regarding integrity, ethics, and accountability.

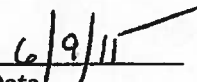
10. RPD and CPSI have reviewed the grant proposal to identify any research integrity issues (including principal investigators and CPSI as a sub-recipient), and have concluded that the design, conduct, or reporting of research and evaluation funded by the BWC grant, cooperative agreements, or contracts will not be biased by any personal, organizational, or financial conflict of interest on the part of CPSI's staff, consultants, and/or sub-recipients responsible for the research and evaluation or on the part of RPD.
  
11. An explanation of the parties' conclusion that no personal, organizational, or financial conflict of interest exists, and an explanation of the processes and procedures that the RPD and CPSI will put in place to identify and eliminate (or at least mitigate) potential personal or financial conflicts of interest, should that become necessary during the grant period, is included in the document entitled, Research and Evaluation Independence and Integrity, attached to and made a part of this Memorandum of Understanding.



Michael L. Ciminelli, Chief of Police  
Rochester Police Department  
City of Rochester, New York

  
Date

  
John M. Klofas, Ph.D, Director  
Center for Public Safety Initiatives  
Rochester Institute of Technology

  
Date

# **Proposed Evaluation Design for Implementation of Body Worn Cameras in Rochester New York**

John M. Klofas, Ph.D.

Center for Public Safety Initiatives (CPSI)  
at Rochester Institute of Technology

## **Introduction**

The implementation of body worn cameras (BWCs) is a complex endeavor with critical implication for police/community relations, police manpower and operations, technology and other police and community resources. It is certainly becoming one of the most rapidly adopted organizational innovations in the history of law enforcement. As such the knowledge base to assist police agencies is limited and there is a strong need for implementing agencies to understand the existing research and to evaluate their own processes and outcomes to assure the quality and effectiveness of their efforts.

Given the state of knowledge and the speed of change, the most useful research design would appear to be one in which agencies can systematically analyze their own experiences and use the resulting information to feedback into the ongoing process. The most useful structure to support such an effort would be a research partnership, consistent with models developed through Department of Justice supported programs including the Strategic Approaches to Community Safety Initiative (SACSI) and Project Safe Neighborhoods (PSN). That partnership would include analysis of the process of change, including the growth of policy, adoption of technology and training and use of BWCs, including the technical issues, and the impact of BWC implementation. This document outlines a research partnership approach to contribute to the implementation of BWCs in Rochester and to add to the knowledge base in this area. The partnership will incorporate the following key factors 1) process and outcome evaluation, 2) the use of the strongest possible designs including experimental design and random assignment and 3) a partnership in which agencies work closely with evaluators involving a process of continuous exchange and feedback.

## **Proposed Evaluation Design**

The first step toward implementation and evaluation will involve a review of existing research and other resources relevant to the adoption of body worn cameras. The research partner will work with the Department's body camera working group to continue to review the relevant information. The toolkit provided by the Bureau of Justice Assistance will form the foundation

of this effort and provide guidance for implementation. The evaluation process will be initiated as part of this planning process.

A sound evaluation design will include three elements, Structure, Process and Outcome components.

The evaluation, with its structure, process and outcome components will focus on important outcomes as well as the key issues raised in COPS report on body cameras and referenced in the BJA grant announcement including:

- Privacy considerations
- Impact on community relationships
- Addressing officer concerns
- Managing expectation of the police and the public
- Ensuring partnerships with associated CJ agencies
- Financial considerations
- Technical specifications
- Use of Data, training, and program management

**Structure evaluation:** The structure evaluation will involve collection of qualitative and quantitative data on the organizational structure relevant to the project. This would include consideration of the resources dedicated to policy making process and planning and assessments of partnerships with other local agencies such as the District Attorney. It would also consider the implementation mechanism including such things as who is involved, how the effort is led, how purchasing, deployment and training are conducted and what reporting mechanisms and information feedback processes are in place and utilized. It will also include assessment of the technology including the cameras and also the data storage and retrieval systems.

**Process evaluation:** This will focus on the processes involved in implementation and use of the cameras. This includes studying the administrative processes including the problem solving processes utilized to support implementation. It will include the development of policy and procedures related to the cameras. This will also include identification of specific goals and expectations that will be measure in the outcome evaluations. Data collection would involve observations of relevant administrative meetings of “camera related” working groups, interviews with officers, supervisors and administrators. Interviews would also be conducted with identified key community members such as active ministers and members of non-profit community organizations. Pre and post implementation interviews would be most appropriate, including regular interviews over at least the first two years of the project.

**Outcome evaluation:** The outcome evaluation will focus on measurable goals and will employ the strongest research designs possible:

1. Analysis would include pre/post analyses of satisfaction and trust of the police using a community survey completed at 6 month intervals.
2. Analysis would include pre/post analyses of concerns of the police using appropriate methods such as surveys and focus groups completed at 6 month intervals.
3. Analysis of time series trends in **overall outcomes including citizen complaints, uses of force, overall arrests, and arrests for specific categories of offenses where officer engagement is recognized as important.** These would include assault on an officer, interfering with governmental administration and disorderly conduct. Analysis would include department wide analysis, shift analyses, and other unit level analyses. Analysis would require review of data for at least 24 months prior to implementation and a similar period after implementation.
4. Assuming that there will be limits on available hardware we would anticipate that implementation would begin with random assignment of cameras to patrol officers throughout the Department as the cameras become available and training occurs. This will support analyses of specific outcome measures as noted above comparing officers who do and do not receive cameras in the random distribution process. It will also allow examination of trends in behavior of officers with cameras overtime as compared with other officers.
5. Analysis of matched pairs of types of incidents involving officers who have or have not been assigned cameras. For example, the "camera present" and "no camera present" conditions in domestic violence cases could be examined, or in street encounters or when crime reports are taken. The goal will be to understand how the presence or absences of the cameras affect outcomes of those encounters.
6. Interviews with citizens who have had interaction with the police. This would use citizens identified in the matched pair analyses noted above and would consider the impact of the presence of cameras on the community members' satisfaction and trust of the police and associated measures of procedural justice.

An evaluation partnership in which issues of structure, process and outcomes are carefully studied will provide valuable information for the Rochester Body Worn Camera program and can produce information which will be useful more generally across police departments and communities around the country.

The Rochester Police Department (RPD) expects employees to act with a high standard of integrity and ethical behavior and to avoid ethical, legal, financial, or other conflicts of interest or commitment, including even the appearance of a conflict that might impede or compromise the departmental mission. RPD recognizes that the compliance with the ethical standards rests primarily on personal integrity, and strives to foster an environment conducive to disclosure and transparency.

The Rochester Police Department (RPD) has thoroughly reviewed the submission for the Body Worn Camera Project proposed under this solicitation (OMB No. 1121-0329) for any research and integrity issues and it has concluded that the design, conduct, or reporting of research and evaluation funded by this BJA grant will not be biased by any personal or financial conflict of interest on the part of the staff at RPD or the staff of the proposed award sub-recipient, Center for Public Safety Initiatives (CPSI) at Rochester Institute of Technology.

All principal investigators at RPD and CPSI have reviewed the solicitation requirements for disclosure of potential conflicts and the desire for transparency and have complied with their respective agency's applicable policies and procedures. All future project participants will be required to follow the same process. In addition to adhering to their respective agency protocol, all project participants will be required to notify Co-Project Managers Kevin Costello and Anthony Sutera should any real or perceived conflicts of interest arise during the terms of the solicitation. Elimination (or mitigation) of the conflict will occur in accordance with the terms or policies of the respective agency. Responsibility for conflict of interest resolution falls under the auspices of the City of Rochester's Office of Public Integrity for RPD employees and with the Individual Conflict of Interest and Commitment (ICIC) Committee for RIT employees respectively. *See* Attachment 15, City Code of Ethics. *See* <http://www.rit.edu/fa/svp/ethics/code.html>