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Police Officers' Perceptions of Body-Worn Cameras in the Buffalo and Rochester Police Departments

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Police Officers' Perceptions of Body-Worn Cameras in the Buffalo and Rochester Police Departments

By Joseph A. Gramaglia

In Partial Fulfillment of Requirements for PAD 690 Masters Project

SUNY Buffalo State

December 2016

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Abstract

Police body-worn cameras have been advanced as a solution to disparate perceptions among the citizenry, public officials, community leaders, and the police themselves in the highly contested arena of police-citizen encounters. However, as with previous technological innovations in policing, it is important that the police themselves are comfortable with the technology. This is a report of a survey conducted on police officers' perceptions of body-worn cameras in Buffalo and Rochester police departments, which uses a survey instrument administered with the Los Angeles Police Department. This study found similar attitudes toward body cameras not only among Buffalo and Rochester police officers, but also with Los Angeles. Recommendations include using the Bureau of Justice National Toolkit when considering a body-worn camera program, which addresses many of the concerns police officers expressed in this study.

Keywords: body-worn cameras, technology in policing, community policing, Bureau of Justice National Toolkit.

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I also must thank Buffalo Police Commissioner Daniel Derenda and Rochester Police Chief Michael Ciminelli for allowing me the opportunity to administer this survey to the members of their departments. Without their permission, this project would not have even gotten off the ground. In addition to them, Captain Kevin Costello was more than a tremendous help to me. Captain Costello was my first call to the Rochester police and was more than willing to take time in his busy schedule to provide me with information, set up a meeting with myself and a couple

of colleagues to provide us with a significant amount of information that he was forced to do himself.

I would also like to thank Buffalo Police Benevolent Association President Kevin Kennedy and Rochester Locust Club President Michael Mazzeo for supporting this study. For a body camera program to be successful it must have the police union's involvement and support so everyone has a say in the policy. A body camera program must bring many representatives to the table for a unified, supportive body. Each departments union endorsed this study with the members.

Finally, I want to thank Dr. John Klofus and Dr. John McCluskey from the Rochester Institute of Technology who provided me with the survey instrument which was co-created by Dr. Craig Uchida. I am looking forward to sharing my survey results with them in hopes that it will benefit their hard work and future research with the Los Angeles Police survey.

Preface

I am a Chief in the Buffalo Police Department assigned to the B district which encompasses the central part of the City of Buffalo, including downtown, the waterfront/Canal Side, medical

campus, parts of the east side, west side and the Elmwood Village as well as several of the entertainment areas in downtown.

My career has taken several paths starting in 1994 as an officer with the Buffalo Municipal Housing Authority to the City of Buffalo Police Department in 1996 where I worked as a patrol officer for 12 years. I was then promoted to Lieutenant in 2008 and assigned to several areas of the City as a patrol supervisor. I achieved the rank of Captain in 2013 where I was assigned as the commanding officer of the Homicide and Sex Offense section for the next three years.

It was during my time as a Captain that I participated in a work group within the police department where we used the Department of Justice National Took Kit on developing a body worn camera project to determine if it would be feasible and cost effective. I found this to be very interesting and was honored that I could participate in this ground floor work group that included everyone from the police union, Internal Affairs, patrol supervisors, District Attorney's office and other administrative participants within the department. This group went through all aspects of developing a body worn camera program including a policy on the use and storage.

Upon reaching my current position as Chief, I have the opportunity to deal more so with the community both in positive ways and dealing with complaints. I host a monthly community meeting with a representative of each of the block clubs within my district and also field complaints made against officers where I determine if they should be handled in house or sent to Internal Affairs. This puts me in direct contact with people in the community who feel that they either have had a very positive experience with a police officer or sometimes a negative one.

My time as a patrol officer was a very active one. I was out on the streets and very involved in making arrests and responding to calls. There have been many situations where force was used and necessary to affect an arrest or just to terminate an aggressive act against someone. Use of

force is a part of the job that has come under such scrutiny over the last few years and has led to calls for body cameras. Citizens want transparency and want to see what police are doing and how they do it. No longer will citizens take officers word for what happened as gospel, they want to see the video proof.

Officers have come upon very difficult times in policing where every use of force, even with justification, is cause for complaints. There have been several shootings reported in the media where police have been forced to shoot an armed suspect and it still leads to protests and marches against the use of force. This has also led to very tragic ambushes against police officers in Dallas, Baton Rouge and other locations where police officers have been shot and killed simply for wearing the uniform. Policing in today's world has become very difficult, but I feel that with transparency and professionalism, we can get the job done.

Chapter I: Introduction

Police body-worn cameras recently have been touted as a solution to disparate perceptions among the citizenry, public officials, community leaders, and the police themselves in what has become a highly contested arena of American policing, namely police-citizen encounters. Over the past several years, there is a perception of an increase in deadly police-citizen encounters, which has led to greater mistrust of the police by citizens, especially in poverty stricken areas of a community. Community members and some politicians have demanded transparency in governmental administration for years and these demands have been focused on police work

even more so over the last two years. With what seems to be a rise in police shootings may actually seem to be higher because of two significant changes that are impacting the scrutiny of policing: the 24-hour news cycle and the fact that more incidents are being captured by security camera and cellphone videos. According to FBI Director James Comey, there are no national data bases for tracking people shot and killed by police across the country. These statistics are maintained by major news outlets in the US such as *The Washington Post* and in the UK, for example, by *The Guardian*. The reason for this is that police departments have not been mandated to report these statistics. Without actual data collected by local, state, and federal government, accurate statistics are not available. What can be inferred is that with the rise in deadly police encounters being captured on video, regardless of the source, there is a perception of an increase in deadly police-citizen encounters, which in turn has fueled an increased in demand for body worn cameras.

LAPD and Rodney King: A New Era of Policing

One only needs to look back to March 3, 1991 when Rodney King was involved in a police pursuit by the California Highway Patrol for speeding on highway 210. Fearing that his probation status for a robbery conviction would cause that probation to be revoked for the traffic infractions, he refused to pull over –driving at speeds in excess of 100 mph. Mr. King was ultimately stopped by the California Highway Patrol and officers from the Los Angeles Police Department. The confrontation was documented on a shoulder mounted camera by George Holliday who lived nearby. This video was to change, perhaps forever, citizen perceptions of policing, but also policing. The Holliday video was shown around the world and enraged an already frustrated Los Angeles African American community, which had felt that racial profiling and abuse by the LAPD had gone on a long time unchecked. The subsequent arrest and acquittal of the 4 LAPD officers sparked riots which caused 53 deaths and over $1 billion in damages.

This was the first real video documentation of what most felt was police brutality for those in America who may have doubted its severity(Gray, 2007).

Recent Experiences of Several Municipalities

This section will describe incidents of police-citizen encounters that have taken place in the past few years. The debate about police worn body cameras increasingly been shaped by perceptions over these encounters, with "second-guessing" by the public and the media as to whether such encounters were either justified or unjustified uses of force. The facts of these cases vary widely, as is to be expected because variety is the nature of police work. Every incident differs: for example, was the person shot armed with guns or not? Was she or he black or white? What was the race/ethnicity of the police officer? What has been the nature of race relations between the policy and minority communities?

San Francisco

Since the Rodney King incident, other confrontations have been captured on video, including on January 1, 2009 when a San Francisco Bay Area Rapid Transit (BART) officer shot and killed Oscar Grant who was involved in a large fight aboard a train after New Year's Eve festivities. Officer James Mehserle claimed that he mistook his department issued gun for his Taser when he fired the fatal shot. This incident was captured on cell phone camera by other citizens on the train platform (Bach, 2014).

The shooting of Oscar Grant led to protest, unrest and accusations of police bias against minorities, especially young black men. . These deaths of African American young men touch some of the rawest nerves in the issues of law and order, violence and race. This particular shooting death led to a movie being made by Ryan Coogler who was a film student at USC. Mr. Cooglers' "Fruitvale Station" documents the 24 hours leading up to the death of Mr. Grant and

deals with class, masculinity and the tricky relations among different kinds of people in a proudly diverse and liberal metropolis embedded in details of character and place (Scott, 2013).

Staten Island, NYC

This brings us to July 2014 when Eric Garner was standing on a Staten Island street corner where he would sell untaxed cigarettes on a regular basis, despite having been arrested for this offense on previous occasions. This led to a deadly use of force encounter that was captured on video and shown all around the world. Garner could be heard on the video saying "I can't breathe" while he was resisting arrest, but which was to become a "battle cry" of the Black Lives Matter (BLM) movement. Garner had previously stated to officers that he was tired of being harassed by the officers, but from the perspective of the law, he was continuously committing petty crimes on that corner for a period of time, despite having been previously warned and arrests for this very behavior.

Ferguson

About a month later on August 9, 2014 came the Ferguson, Missouri incident where Michael Brown was shot and killed by Officer Darren Wilson. Officers were responding to a robbery at a nearby convenience store where Brown was accused of stealing packages of cigarillos and shoving the store clerk in the process, all of which was captured on store video. Officer Wilson came across Brown and another individual in the middle of the street whom he felt matched the description of the robbery suspects. This encounter led to a confrontation where a subsequent investigation determined Michael Brown had attacked Officer Wilson inside of his police vehicle. Officer Wilson responded by firing several shots striking Brown. The confrontation continued outside of the patrol car where more shots were fired. Brown died at the scene. As the crowds started to gather at the scene of the shooting, it became very tense. Bystanders offered conflicting accounts to the news media. Some saw Brown as a victim (hands up but shot

just the same) and others as the aggressor. Indeed, many witnesses testified in the Grand Jury that Brown never had his hands up and in fact was taunting Wilson and charged at him full speed when he was shot dead. (News, 2014).

The disparities in these accounts, and the way in which it divided opinion along racial lines galvanized the public to support mandatory police worn body cameras. Indeed, Ferguson has had issues with race and police for quite a long time prior to Brown's death. But while the racial disparity between the public (Ferguson is a majority black community) and its protectors (the police and the municipality, both of which are dominated by whites), has come to define the violent aftermath of Brown's death, the department's problems stretch back years and include questions about its officers' training and racial sensitivity (Lowery, Leonnig, & Berman, 2014). So for example, the office of Missouri's attorney general concluded in a 2015 report that Ferguson police were twice as likely to arrest African Americans during traffic stops as they were whites. (Eligon, 2015).

As the time of Michael Brown's shooting, St. Louis was among the most segregated metropolitan areas in the nation. Ferguson, one of the 91 municipalities in largely white St. Louis County, has seen its population shift in recent years. About two-thirds of the city's 21,000 residents are black. That is a significant increase from 2000, when blacks made up just over half of the population. White residents, who had accounted for 44 percent of the population, now made up just fewer than 30 percent. Yet the police force patrolling Ferguson had not changed along with the population. The police force had 53 members, with ony three of them were black. The city's mayor and police chief were white, as were most of the members of the Ferguson City Council (Lowery et al., 2014).

Residents have described Brown's death as a breaking point that finally pushed years of tension to the fore. "People here are angry, frustrated," said Corey Crawford, 36. "There needs to be justice. If you can find a single person in this community trusts the police, this is like finding a four-leafed clover." It has been "very hostile" for years, said Anthony Ross, 26, who lives nearby. He called the relationship between residents and police nonexistent. "Everybody in this city has been a victim of DWB [driving while black]." (Lowery et al., 2014).

Baltimore

On April 12, 2015, Freddie Gray was arrested on a street corner by bicycle officers in a high crime area of Baltimore. As officers approached Gray, he ran about a block before being captured. The arrest was captured on cell phone video by two witnesses. Various other video sources were obtained along the travel route of the police van used to transport Gray to the detention facility for processing. Protests began on April 18 at the Western District police station, Gray died on April 19, and massive protests started on April 27, after Gray's funeral. These protests included widespread damage and looting and put Baltimore on the map. Even in the description of the "unrest" betrayed the gulf among the citizenry: with some referring to it as "riots" and others as "political protest", even an "uprising" or "rebellion". (Beyer & Ohlheiser, 2015)

At least 15 police officers were hurt, 235 people arrested and approximately 60 structures burned in the Baltimore protests. (Eversley, 2016). The unrest continued for weeks, costing the City of Baltimore more than $20 million in damages including the costs of police and fire overtime, the cost of covering out of jurisdiction police for mutual aid and the cost of purchasing equipment such as riot gear and tear gas. The actual economic impact is much higher: conventions and

Orioles baseball games had to be moved out of the state, and naturally damage was inflicted on Baltimore's reputation (Wenger, 2015).

A little more than a year after the death of Freddie Gray, the City of Baltimore issued body worn cameras to over 500 officers. The city tested the devices to 150 officers during a field testing phase which will start to see implementation to officers in groups of 500 at a time until the entire 2500 member force is outfitted. The cost of the program over 5 years will be an estimated $11.6 million through a contract with Taser. (This cost also includes the cost of storage of all video using Taser's Evidence.com plan.) The police department also outfitted all of their police prisoner transport vans with interior cameras with videos being uploaded to evidence.com. Once fully implemented, this will make Baltimore Police the largest police department in America with a full implementation of body worn cameras. Especially significant for this study into attitudes about body worn cameras among police in the Buffalo and Rochester police departments is that the Fraternal Order of Police Lodge 3, the union representing all Baltimore police officers, supports the project. The union president, Lt. Gene Ryan explained, "We continue to believe that the use of this equipment will support our continued assertions that our officers are highly trained law enforcement professionals" (Anderson, 2016).

Baton Rouge

Two other incidents of police officer-involved shootings occurred in rapid succession: one in Baton Rouge on July 5, 2016 and a second outside of Minneapolis on July 6, 2016. In Baton Rouge, Alton Sterling was selling CD's outside of a convenience store. Officers responded to a 911 call of a man brandishing a gun and when they arrived, a struggle ensued and Sterling was shot dead. This shooting was captured both on cell phone video and the officer's body worn cameras. One of the body worn cameras fell off during the struggle but continued to record.

Sterling was in possession of a gun and was recovered by officers from his body (Berlinger, Valencia, & Almasy, 2016).

Minneapolis

On July 6, 2016, Philandro Castile was pulled over for traffic infractions and informed the officer that he had a gun on his person and that he had a carry permit. The police officer shot Castile as he reached for his wallet according to his fiancé who, in a dramatic sequence, live streamed the aftermath of the shooting on Facebook.

Dallas

On July, 7, 2016, Micah Xavier Johnson ambushed police officers in downtown Dallas during a rally against police violence, leaving 5 dead and 9 others injured. Johnson specifically set out to kill as many white officers as he could. He was a military veteran who had served in Afghanistan and he kept an arsenal in his home that included bomb-making materials.

The gunman turned a demonstration against fatal police shootings of black men in Minnesota and Louisiana from a peaceful march focused on violence committed by officers into a scene of chaos and bloodshed aimed against them.

The shooting was the kind of retaliatory violence that people have feared through two years of protests around the country against deaths in police/citizen encounters, forcing yet another wrenching shift in debates over race and criminal justice that had already deeply divided the nation. Police did not find evidence that the shooter had direct ties to any political group, violent or peaceful; however, they found on his Facebook page that he supported the New Black Panther organization which advocated violence against whites and Jews (Fernandez, Perez-Pena, & Bromwich, 2016).

During the standoff, Mr. Johnson, who was black, told police negotiators that "he was upset about Black Lives Matter," according to Dallas Police Chief David O. Brown. "He said he was upset about the recent police shootings. The suspect said he was upset at white people. The suspect stated he wanted to kill white people, especially white officers." Chief Brown continued, "All I know is that this must stop, this divisiveness between our police and our citizens" (Fernandez et al., 2016).

Baton Rouge

On July 17, 2016, Gavin Eugene Long shot 6 police officers and killed 3 of them in Baton Rouge Louisiana. The slain officers were identified as 32 Year old Montrell Jackson, a 10 year veteran of the Baton Rouge Police Department, Matthew Gerald, 41, also of the Baton Rouge Police Department and 45 year old East Baton Rouge Sheriff's Deputy Brad Garafola. He was a 24 year veteran of the department (Jansen, 2016).

The gunman, who was African-American, was killed at the scene, police said. But no motivation for the shootings was immediately revealed. The official said authorities believe that Long acted alone, despite initial reports from local law enforcement that as many as two others were being sought. The Pentagon late Sunday said Long was a decorated Marine who served in Iraq from June 2008 to January 2009 as a data network specialist. He was discharged in 2010 (Jansen, 2016).

This shooting occurred just 12 days after the Dallas Police officer's shootings and days after the funeral for Alton Sterling. Sterling's mother, Quinetta McMillon, said in a statement that her family was "disgusted by the despicable act of violence today that resulted in the shooting deaths of members of the Baton Rouge law enforcement," adding, "all we want is peace. We reject violence of any kind directed at members of law enforcement or citizens" (Jansen, 2016).

***

This ongoing trend of attacks, both verbal and physical, on law enforcement is something that we have never seen before. It appears to have changed a lot of "mind sets" about contemporary policing. The word "transparency" has been used a lot over the last year or so to describe investigations where law enforcement has used force. In previous years, and even months, police would not release videos as they were deemed evidence. Transparency has now become the watchword in police-community relations: police departments are now releasing whatever video surfaces, whether police cameras, cell phone video or other means of video surveillance to show the country what happened in order to quell the potential of violence.

Release of Videos

Until recently, police generally did not release any evidence of a crime, citing the ongoing and active investigation. Since the unrest described above, police chiefs across the county are attempting to quell any community uprising and/or violence to prove that a police shooting was justified. If the video shown shows that, they can now communicate through the video evidence. So, for example in response to an October 2016 shooting in Los Angeles, police said the video - posted to the police department's YouTube channel following pressure by protesters to release it - supports the account LAPD Chief Charlie Beck gave defending the shooting. The LAPD typically releases video of police shootings only when ordered to do so by courts. Beck told reporters the video was released in the interest of public safety and to correct misinformation showing that the suspect was in possession of a gun and failed to dispose of it at several intervals (Meyers & Weber, 2016).

In North Carolina, Charlotte police released snippets of recordings showing Keith Lamont Scott slowly backing out of an SUV on Sept. 20. Police fatally shot Scott after they say he refused commands to put down a gun.

In the San Diego suburb of El Cajon, police released a still frame showing 38-year-old Alfred Olango with his hands together at chest level and pointed at an officer directly in front of him. Olango was fatally shot after he swiftly drew an object from his front pocket and pointed at the officer in a "shooting stance," police said. The object turned out to be a 4-inch vape pen - an electronic cigarette device.

As early as 2004 policing professionals were interested in video evidence documentation, signaled by commissioning of a study by the International Association of Chiefs of Police on the use of in-car cameras. Community Oriented Policing Services (COPS) has provided over $21 million in grants to State Police and Highway Patrol agencies across America for over 5,000 cameras. At the time of the 2004 report, over 17,500 cameras were in use (COPS, 2004).

Dash cameras in police cars were implemented for two reasons. The first reason was officer safety, at least in part from increased assaults against police officers and more traffic accidents involving officers. It was expected that cameras would aid officers after the fact in both prosecution as well as for training purposes. The second reason was to defend against the emerging issue of racial profiling by police. By 1999, complaints against police for racial profiling were coming in across the country. State Police and Highway Patrol officers were in the center of the drug epidemic using traffic stops as an interdiction tool to stop the drug trade and the complaints of racial bias come with that. From both a police protection standpoint, the ability to have video and audio documented evidence would prove invaluable from both a police protection standpoint and also to investigate complaints against officers during their encounters with the public (COPS, 2004).

Over the years, the technology has becomes more sophisticated; coupled with the public outcry, body-worn cameras have taken the forefront. Agencies over the last couple of years have started to either adopt the use of the cameras or are discussing acquiring them.

On December 1, 2014, in the wake of the Michael Brown shooting and Eric Garner in custody deaths, President Obama proposed reimbursing communities half the cost of buying cameras and storing video—a plan that would require Congress to authorize $75 million over three years to help purchase 50,000 recording devices (Hermen & Weiner, December 2014).

Body Camera Projects in Western New York

There are several agencies in Western New York that began using body cameras, including Niagara Falls police, Orchard Park police and a few others. Other agencies are also looking into the idea of adopting body cameras including the Erie County Sheriff's Department and the Buffalo Police Department. The Buffalo Police Department set up an ad hoc group that met between June 2015 and into 2016 to explore implementing body cameras using the Department of Justice (DOJ) Bureau of Justice National Took Kit. The committee was comprised of various personnel within the police department including Internal Affairs, Detectives divisions, patrol supervisors, PBA police union, District Attorney's office, Administration heads in the police department and the police academy.

The DOJ "tool kit" is a guide for agencies to follow a step by step process towards a body worn camera project. This researcher took part of this committee as a member where I sat in on all of the meetings and participated in answering the questions and developing a policy for our agency to follow related to a body camera project. We examined under what circumstances and time frame video footage can/should be viewed by supervisors and the department as a whole, citizens, and police officers. The group also looked at how long to store video based on whether it was a normal encounter (traffic stop, citizen stop without an arrest, etc.) or if this were part of

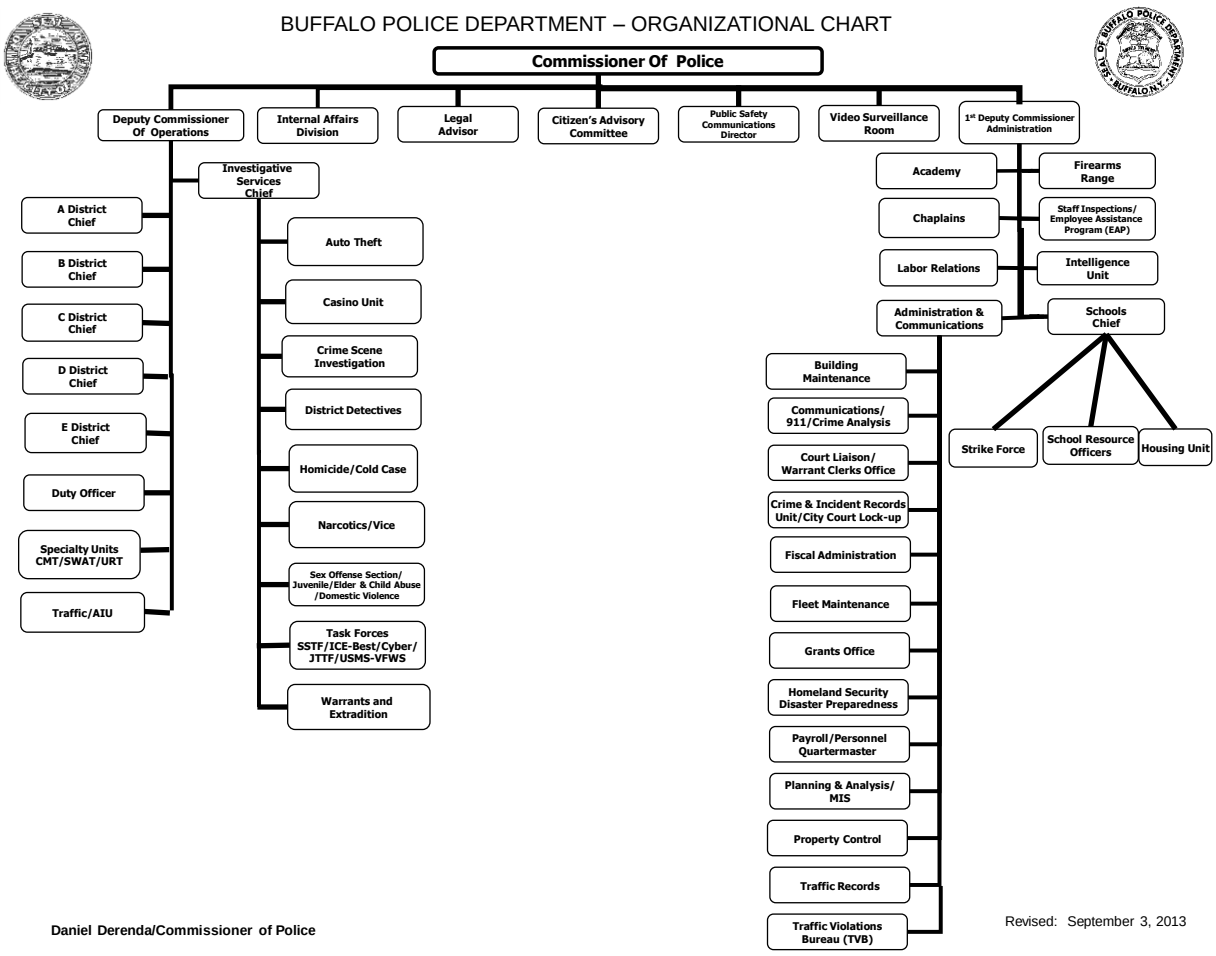
an arrest. The nature of the alleged crime (violation, misdemeanor or felony), affects the time limits for saving the video. This group also invited numerous manufacturers to demonstrate their cameras and technology. Each company varied in what their cameras could and couldn't do including the ability to have night vision, extended life batteries for agencies that have longer shifts, easy to start/stop record buttons, early start and late stop functions to record prior to the button being pressed and after the camera is deactivated. The technology of the storage had two options--in house servers or the use of cloud based storage. In house servers came with a sizeable price tag up front and the use of cloud storage comes with a monthly per officer per month fee. The cost of video storage is the part of the program that is holding many agencies back from implementing body cameras.

Staffing the program also adds costs because each agency will have to have both sworn and non-sworn personnel working with a body camera program. The need for staffing would cover any and all technical issues related to the cameras, handling freedom of information laws (FOIL in NYS) requests and providing redacted copies of videos to honor those requests. The process of redacting videos is quite time consuming and can become quite backlogged depending on the number of requests.

In large police departments, the costs for a body worn camera program can be quite high. The Buffalo Police Department is made up of approximately 700 sworn personnel including the patrol division, the largest part, and a detective division which includes district detectives, homicide, sex offense, narcotics, auto theft, intelligence and several detectives assigned to Federal agencies. Figure 1 depicts the command structure. The Police Commissioner (appointed by the Mayor and approved by the City Council), 1st Deputy Police Commissioner of Administration and Finance, Deputy Commissioner of Operation, 7 Chiefs (Chief of Detectives,

5 District Chiefs, Chief of Schools-Housing and Strike Force), Captain, Lieutenant, Detective Sergeant, Detective, and Police Officer. The department also employs non-sworn personnel called Report Technicians who handle many administrative tasks.

Figure 1 Buffalo Police Department- Organizational Chart



As depicted in Figure 2 there are 5 police districts as follows within the City of Buffalo including: A-South Buffalo, B-Central, C-East side, D-Northwest, and E-Northeast.

Figure 2- Five police districts

Source: Image obtained from Buffalo Police web page which demonstrates each patrol district and each sector within the district. Each district is broken up into 4 sectors known as 10-20-30 and 40 sectors.

Buffalo police headquarters is home to the executive staff, specialty squads of the detective division which is made up of homicide, sex offense/juvenile, narcotics, auto theft/Intelligence, various detectives assigned to federal task forces as well as the training academy.

As depicted in Figure 3, The Rochester Police Department is commanded by the Chief of Police and 3 Deputy Chiefs (Operations, Administration and Community Engagement and Relations) comprised of two bureaus, Operations and Administration. The staff consists of more than 850

diverse sworn and non-sworn employees The Operations Division consists of the patrol division, which includes 5 patrol sections: Lake, Genesee, Goodman, Clinton, and Central. Additionally, the Operations Bureau consists of the Special Operations Division, which includes the Central Investigations Section, the Special Investigations Section, the Special Operations Section, and Animal Services. The Victim Assistance Unit also falls within this Bureau.

The Administration Bureau contains the Professional Development Section (which includes the Background and Recruitment Unit), the Technical Services Section (which includes the Auto Impound), the Research and Evaluation Section, and the Budget and Personnel Offices.

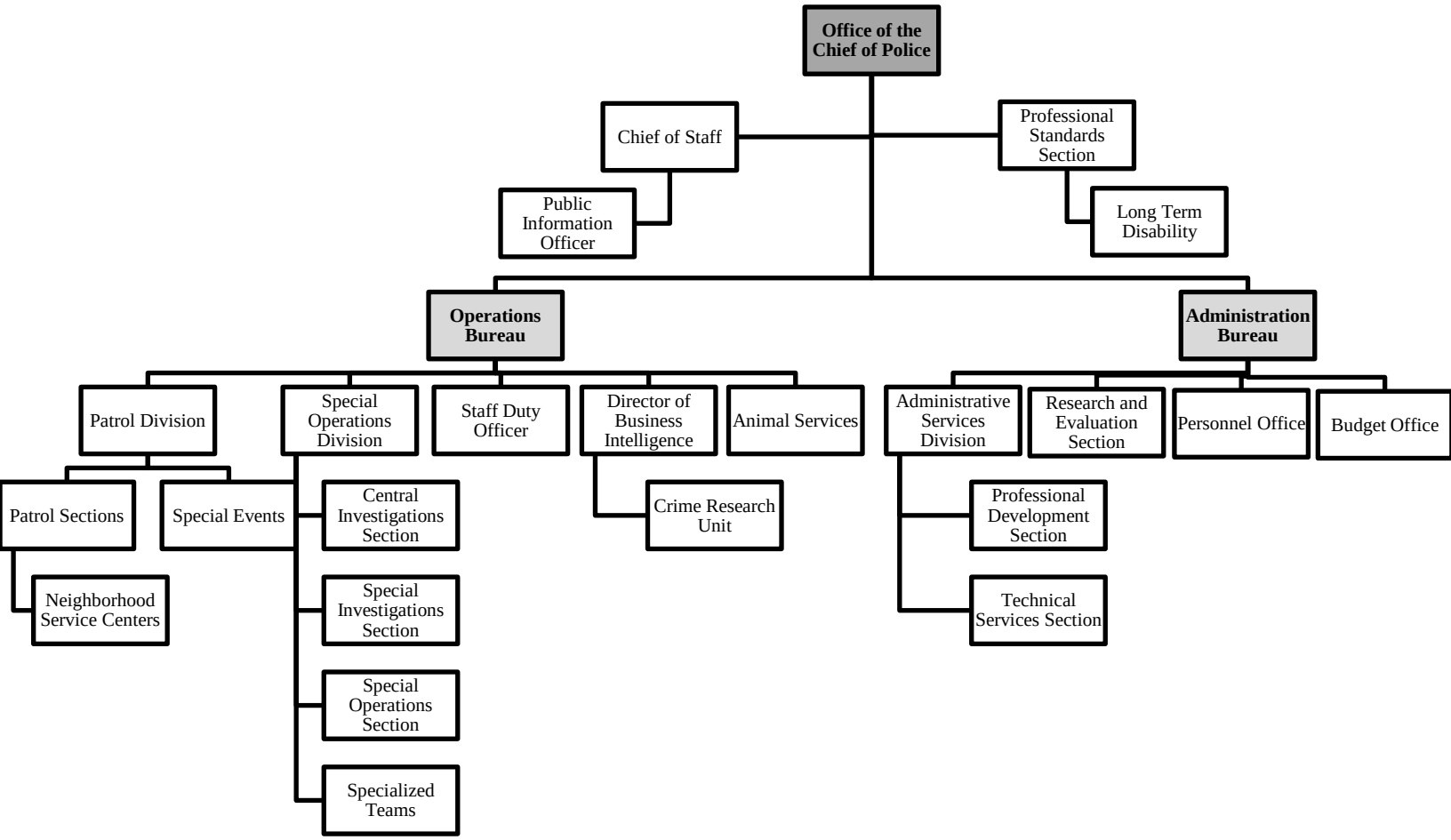


Figure 3 Rochester Police Organizational Chart

The body cameras themselves represent a relatively small portion of the costs of implementing and maintaining a body camera program. The major costs involved the storage and manpower to maintain a program. To help defray these high costs, the Obama Administration authorized the first wave of funds, $23.2 million to fund body camera programs to 73 local and tribal departments in 32 states to either start or expand their body worn camera programs. Of the $23.2

million, $19.3 million is designated to purchase body-worn cameras, $2 million for training and technical assistance and $1.9 million to examine the impact of their use (Justice, 2015).

In working with the DOJ grant, departments must also work with a local educational institution to study the effects of a body camera project. The City or Rochester Police Department received $600,000 in 2015 to purchase body cameras and are in a collaborative working relationship with Rochester Institute of Technology (RIT). Although this may seem like a lot of money, which will greatly aid in the purchase of the equipment necessary, it hardly touches the other more important costs. Storage is the biggest hurdle for departments to tackle. Departments can either purchase their own servers or then have to have an IT department to maintain them or use cloud storage options offered by companies like Taser International. Taser charges approximately $100 per unit per month, extraordinary costs that must be borne by taxpayers. Other issues departments have to deal with are freedom of information (FOI) requests made under their respective state FOI laws. When those requests are honored by meeting the requirements set forth under FOI laws, they are subject to heavy redaction of people uninvolved with the reason for the call. Along with all of the other required redactions and locating all of the videos for a particular incident by all officers at the scene, this adds a significant time constraint and work load.

As a result of these costs, some police departments have abandoned their body camera projects, including:

— In Wichita, Kansas, the police department has proposed selling a helicopter used to search for suspects in order to fund its body-camera program for hundreds of officers. The cost is estimated at $6.4 million over a decade and includes two employees to manage the program.

— In Berkeley, California, the city manager warned in a memo in January of likely costs of at least $45,000 a year for storing data from 150 cameras and assigning one or two employees. In addition, officers might spend 30 minutes per shift handling the video — the equivalent annual time of five full-time officers. This translates into approximately $1 million per year in salaries.

— San Diego's five-year contract with Taser for 1,000 cameras would cost $267,000 for the devices — but another $3.6 million for storage contracts, software licenses, maintenance, warranties and related equipment. (Bakst & Foley, 2015).

Although this study does not focus on the cost of a body camera program, it is an important aspect of body camera programs and needs to be carefully considered before rushing into a decision. It is unclear if the public understands that with tight budgets, calls to cap or decrease taxes, the implementation of body camera programs is likely to draw funds from other policing programs or even from other municipal agencies.

Michael Lipksy (2010, originally published in 1980) introduced the term *street level bureaucrat* to refer to all government officials (and those from public services) who are in daily contact with citizens and have a relatively high impact on their lives. Lipsky focuses on members of the police, teachers and lower court judges, but later Lipsky and others expanded this list to include social workers. These are the people that shape citizens' experience of government, who "represent government to the people." Lipsky also describes them as the real policy makers. Policy can be discussed and written down higher up in government structures, but it only becomes real through the work of street level bureaucrats and the way they translate policy into action. This refers to the second key concept of Lipsky's thesis: *discretionary power*. One of the characteristics of the work street level bureaucrats do is that they have a high level of autonomy,

that they can decide the details of their job and are only subject to Taylorism (the principles or practice of scientific management) to a limited degree.

This means that people like police officers have a set of rules and regulations to follow when doing their jobs but ultimately, when out on the street having those citizen encounters, they are the face of the organization. It's that street level encounter and the discretionary power that police officers possess that have gotten us to the discussion that we are having in America now: specifically the extent to which police worn body cameras can limit police discretion. Viewed from this perspective, we can see that the current debate over body worn cameras has significant public administration implications. Is this just the beginning of the public's lack of trust in its street level public servants? What other programs may be adopted to limit, for example, the autonomy of public school teachers? (Now Child Left Behind?), and social workers? What are the broader implications for recruitment of millennials to public service as the Baby Boomers and Generation Xers "age out" of the workforce? While these questions take us outside of the realm of this study, these are the larger questions framing my study of the new world of body worn police cameras.

We have seen how increasingly, body cameras are being advanced as one solution to monitoring the work of police officers in their role as streel level bureaucrats. But the wearing of body cameras is a major change to the working environment of the police officer. How do police officers feel about wearing body cameras? Do police officers trust that wearing body cameras will be there to protect them or be used against them to watch their every move by supervisors? Answering these questions is the central purpose of this study.

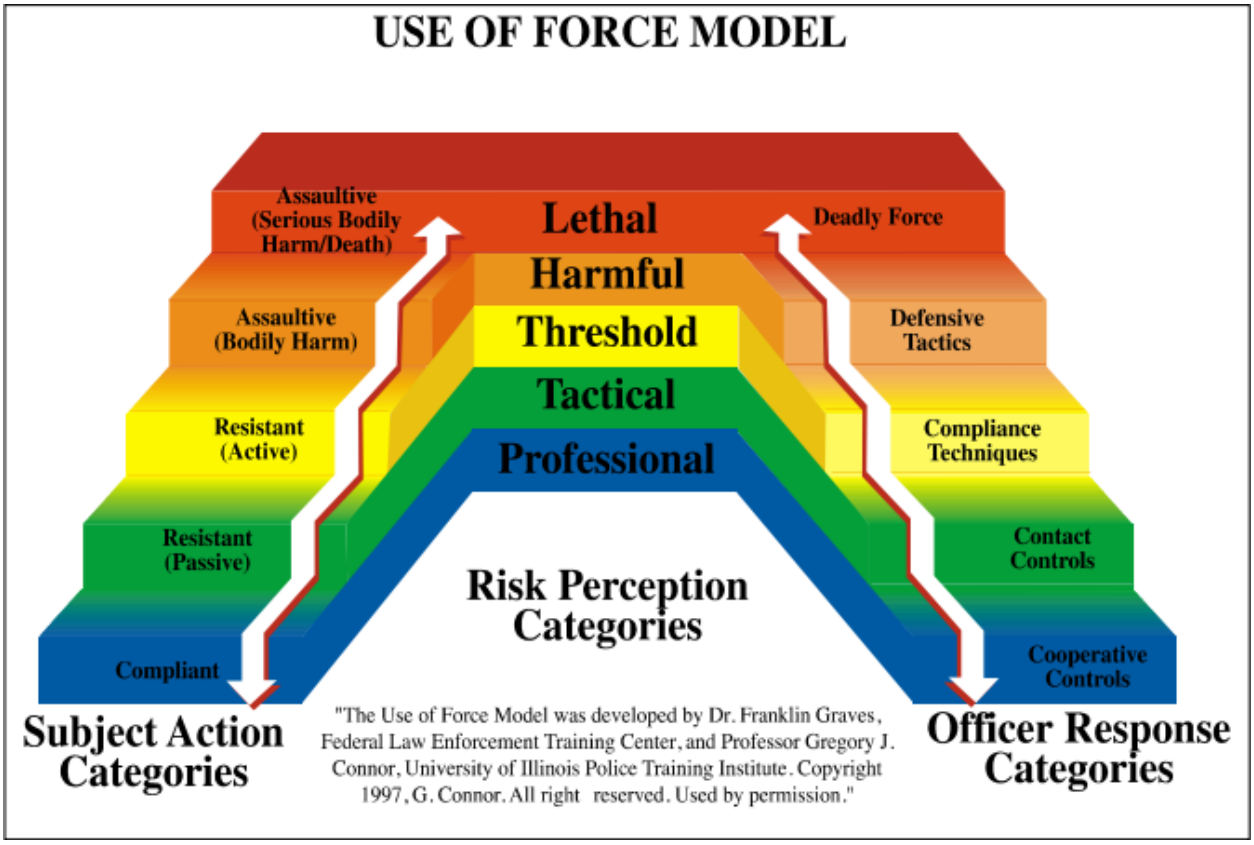
Chapter II: Literature Review

Introduction

With the rise in demand for police worn body cameras, the heart of the issue is the use of force in police/citizen encounters and whether that use of force was justified. Police officers are trained in the use of force continuum and law enforcement agencies have policies that guide their use of force. These policies describe an escalating series of actions an officer may take to resolve a situation. This continuum generally has many levels, and officers are instructed to respond with a level of force appropriate to the situation at hand, acknowledging that the officer may move from one part of the continuum to another in a matter of seconds. Use of force can be demonstrated in 5 levels starting with the officer's presence in which no physical force is used. This is the best possible outcome whereby the officer responds to a situation and their mere presence ends the situation. The second level of the force continuum is verbal commands where the officer makes a request and/or gives orders to end a situation. The third level is called "empty hand tactics" (meaning no weapons). The officer in this situation would use either soft hand tactics (grabbing, controlling, take downs using body weight) up to hard techniques with includes punching, kicking, and other take down methods to control a subject. The fourth phase of the force continuum is called less-lethal where the officer would use non-lethal weapons including pepper spray, night stick and a conducted energy device (taser). The final phase would be lethal force (deadly physical force). This should only be used when the officer's life or that of another person's life is in danger of serious physical injury or death by the actions of the person in question. It is up to the officer to determine what level of force with which he or she should respond given the facts and circumstances he/she is encountered with at the time. The most important factor in the continuum is that the officer's main goal is to deescalate the level of force

to the best of his/her ability. The level of force can move at any time and can also jump levels; they may seldom go in order. The continuum and its use are shown in Figure 4.

Figure 4 Use of Force Model



In this chapter, this researcher will review literature that has documented studies and surveys conducted using various police departments, particularly with respect to pre-implementation of in car dash and body cameras. There is not a great deal of data available on body worn cameras and in car dash cameras. There are even fewer surveys that study police officers' perceptions towards the new technology of body worn cameras, although research is currently being undertaken into this question. This literature review focuses on the few studies that have been

conducted. The most important survey research, to date, has taken place in the Los Angeles Police Department (LAPD) and the Phoenix Police department (PPD). The LAPD survey is a three-phase survey. Phase I was the pre body camera implementation survey, which has already been completed. Each phase will be completed as the program enters a new phase ending with post implementation of LAPD's body camera program.

Review of Related Literature

In-Car Cameras

In 2002, the IACP was commissioned by the DOJ, Office of Community Oriented Policing Services (COPS) to evaluate the impact of in car camera systems on State Police and Highway Patrol departments. The purpose of this study was to determine a model policy for the implementation of an in car camera system and to look for best practices in the selection of a cameras system. The study had two phases, the first was to develop an acquisition policy and the second was to evaluate the impact of the cameras in the following areas: officer safety; officer performance and police professionalism; agency liability and internal control; training and education; community perception; agency policies, procedures and protocols; agency leadership; and judicial process.

In car camera recordings got their start in the 1960s when the Connecticut State Police working with *Popular Science* magazine placed a camera in the passenger seat of a police car. The original camera sat on a tripod where the front passenger seat and the entire back seat were filled with the recording equipment. This clearly was not practical and was really only an experiment. In the 1980s, the advancement of technology and the introduction of the self-contained Beta

audio/visual recording system were introduced and revolutionized the recording industry. Soon after, the introduction of the 8mm camera made for the better utilization of recordings; audio visual recordings were catapulted into mainstream policing. Continuing in the 1980s, Mothers Against Drunk Driving were a force behind in car cameras to aid police and prosecutors to gain more convictions against drunk drivers (COPS, 2004, p. 5).

In the 1990s with the proliferation of drugs and the war on drugs, the further advancement of cameras allowed for better documentation of drug interdiction stops. Having recordings of these drug interdiction stops were very beneficial for suspecting judges and juries who had a hard time believing that defendants would give voluntary consent to search their cars knowing that they had significant amounts of unexplainable cash and drugs.

Two important changes occurred in 1999: an increase both in accusations of racial profiling and assaults on police officers. The International Association of Chiefs of Police and Community Oriented Police Services (2004) responding to these concerns, state and federal legislative bodies began enacting laws requiring all police agencies within their jurisdiction to document details of every traffic stop. The DOJ, Office of COPS recognized the value of in car cameras in addressing officer safety issues and allegations of racial profiling while enhancing the public trust. Recognizing that the purchase of cameras for police vehicles was expensive and beyond the budgets of most police agencies, the COPS Office initiated the In-Car Initiative Program to state police and highway patrol agencies throughout the US delivering the first funds to the state agencies in 2000. (COPS, 2004, p. 5).

The grants provided $21 million dollars over the following three years and helped increase the nation's state police and highway patrol police car fleet from 11% with cameras in 2000 to 72% in 2004 (COPS, 2004, p. 6).

A series of surveys about in car cameras were developed and administered to police, prosecutors, police supervisors, police executives and citizens. The results of these studies indicated a number of benefits from the use of in car cameras including, increased officer safety, documentation of traffic violations, citizen behavior, reduced court time and prosecutor burden, video evidence for internal use in internal investigations, reduced frivolous lawsuits and increased likelihood of successful prosecution (COPS, 2004). Ch. 6

Officer safety

About one-third of the officers surveyed reporting feeling an increase in their safety and even stated that they used the videos to self-critique of how they conducted themselves on stops. Some officers stated that when certain situations started to get out of control, they would tell people that they were being recorded as a tactic to de-escalate the situation. Thirty-three percent of offices surveyed felt safer, 64% felt in car cameras had no impact on their safety and the remaining 3% found them to be a distraction. Training had a real impact on officer's perceptions. The more training received the higher percentage of feelings of safety. It was noted that 77% of reporting officers state that they had the minimum or below minimum training required. Nearly half of the officers surveyed stated that citizen encounters de-escalated when they found out the incident was being recorded (48%).

Agency liability and internal control

Officers reported that complaints related to professionalism and courtesy were handled in a very positive manner. According to the responses of the over 3,000 officers who completed the surveys, in only 5% of the cases were complaints sustained based on video evidence captured by the in-car cameras. In half of the instances of complainants finding out that there was video of the incident, the complaints were withdrawn.

There is also a significant time saver for investigating supervisors with video evidence.

The study reported that in both the survey and interviews, officers were asked about their personal experiences with the use of in-car video evidence in the investigation of allegations of misconduct. Of the 3,680 surveys returned, a total of 2,244 officers responded to this question. The data revealed that in cases where video evidence was available, the officer was exonerated 93% of the time; in 5% of the cases the complaint was sustained (COPS, 2004). Ch 6

Training

Importantly, training was found to be deficient. The only training received was anywhere from 1 to 8 hours, but usually far short of what the respondents deemed was necessary. The study showed that training was a very important aspect of the program. The more training received the higher level of safety the officer felt. In essence, officers want to be trained properly so that they feel confident in the use of the equipment. Training went a step further, a recommendation was for supervisors, executives and prosecutors receive the training as well (COPS, 2004).

Community perception

Nine hundred citizens from 18 states participated in the surveys. While 94% of the respondents approved of the camera system, 71% suggested that they be made aware of when they were being recorded. Interestingly, 51% of the respondents stated that they would most likely change their behavior if they knew they were being recorded and 54% stated that the knowledge of a recording of their interaction would make them less likely to file a complaint against the officer. Conversely, 34% stated that the knowledge of a recording would make them more likely to lodge a complaint.

Judicial process

To measure the impact in car cameras have had on the judicial process, the IACP entered into a collaborative effort with the National District Attorney's Association (NDAA) and the American Prosecutors Research Institute (APRI). Of the prosecutors surveyed, an overwhelming number (91%) have used video evidence captured from the in-car camera in court. They reported that the

presence of video evidence enhances their ability to obtain convictions and increases the number of guilty pleas prior to going to trial. The majority of the prosecutors (58%) reported a reduction in the time they actually spent in court. Nevertheless, when video evidence was used in the cases, 41% of the prosecutors reported an increase in their case preparation time. Despite these positive benefits, prosecutors also pointed out some shortcomings of in car camera videos: a limited field of vision; poor audio/ video quality; inability to obtain copies necessary for trial from police; the need to have access to equipment for proper redactions; video evidence that was contradicted by the testimony of officers; and, chain of custody issues.

Agency policies, procedures, and protocols

Finally, this survey found that it is essential for an agency seeking to implement an in car camera program to have a clear, defined policy in place prior to adoption (COPS, 2004).

Body Worn Camera Surveys

Orlando police department

Jennings, et al. (2014) examined police officer perceptions of body-worn cameras in the Orlando, (FL) Police Department (OPD). OPD employs over 700 sworn personnel and over 100 non-sworn personnel. The department has jurisdiction of roughly 110 square miles, and services a population of over 270,000 citizens. Patrol officers were randomly assigned to one of two groups: Body-Worn Cameras and No Body-Worn Cameras. Out of the roughly 400 eligible officers, 95 decided to participate in the study. The survey was conducted pre implementation of the body worn cameras in the field with 91 officers deciding to participate in the surveys out of the 95 that participated in the program (Jennings et al., 2014).

The survey found that 6 in 10 OPD officers agreed that their department should adopt a body worn camera program for all of their officers, while 77% felt that the cameras would be

comfortable wearing during their shift. Yet only 18% of the officers surveyed felt that they would feel safer wearing body worn cameras (Jennings et al., 2014).

The survey also sought to measure officer perceptions of the effect of body-worn cameras on citizen behavior, their own behavior, and the behavior of their fellow officers. While 40.7% of the officers thought body-worn cameras would improve citizen behavior, only 19.8% thought body-worn cameras would improve their own behavior. In a question designed to test administrative discretion (see discussion of street level bureaucracy, above) only 29.7% of the respondents agreed that body-worn cameras would increase their likelihood of behaving "by-the-book," yet 42.9% believed that the body-worn cameras would increase the "by the-book" behavior of other officers A strong majority of officers (84.4%) agreed or strongly agreed that wearing body-worn cameras would not reduce their likelihood of responding to calls for service. Interestingly, respondents believed it was more likely that the body-worn cameras would reduce other officers' willingness to respond to calls for service than their own (63.7%) than thought the body-worn cameras would impact their own behavior (19.8%). Similarly, the officers believed it was more likely that the body-worn cameras would reduce other officers' willingness to respond to calls for service than their own. This shows that officers' perceptions on how they feel other officers feel about body cameras are different that how they feel. Officers, according to the results, would not change their patrolling habits but think other officers would.

The survey also sought to measure an officers' perceptions on the impact of body-worn cameras on their own use of force; perceptions of the effect on external (citizen-generated) complaints and internal complaints (within OPD), as well as their perceptions of the influence of body-worn cameras on their *fellow officers'* use of force, external (citizen-generated) complaints, and internal complaints. Very few officers (3.3%) agree or strongly agree with the statement that

wearing body-worn cameras would reduce their own use of force. On projections regarding the impact of the cameras on the agency's overall levels of force and internal and external complaints, the officers expect more impact agency-wide than they had projected for themselves. As above, just 3.3% believed that the body-worn cameras would impact their own use of force, but 20% believed that the body-worn cameras would reduce agency levels of use of force. The corresponding percentages for external complaints were 30.8% and 45.1% and for internal complaints were 27.5% and 36.3%, respectively (Jennings et al., 2014).

In sum, this one of the first studies to assess police officer perceptions of body-worn cameras and to evaluate their perception of the effect that wearing body-worn cameras may have on citizen behavior, their own behavior, the behavior of their fellow officers, and the impact of body-worn cameras on their own and their fellow officers' use of force, number of citizen-generated complaints, and number of internal complaints.

Mesa, Arizona

The Mesa police department conducted its own study on the use of body cameras from November 1, 2012 to October 1, 2013. As with the OPD study, the Mesa police utilized an experimental research design: out of a sample size of 100 officers, 50 wore body cameras and a control group of 50 officers did not wear body cameras. The Mesa study also examined how the mandatory or voluntary assignment of cameras affects officers' experiences and opinions of body cameras in the field. To study the impact of volunteerism and mandatory requirement, half of the treatment officers were selected from a list of volunteers and the other half of the treatment officers were mandatory-assigned. Volunteers were selected before non-volunteers and the selection process of non-volunteers was random. After the officers were assigned to the treatment group (n=50), they were matched to a comparison group of officers (n=50) based on age, race, and gender. (Ready & Young, 2015).

The study was conducted in two phases. In the first phase, the use of body cameras by those officers wearing them had a mandatory activation policy. Officers were told, per policy, that they were to activate the cameras when practical, upon arriving at a call or upon any contact with the public. The second half of the study allowed for discretion on the part of the officer to activate the cameras when they deemed appropriate (Ready & Young, 2015).

Demographic data were collected including age, race, gender and levels of education. Officers assigned to wear cameras issued 23.1 % more citations and initiated 13.5 % more citizen encounters compared to the comparison group. In contrast, the comparison group conducted 9.8% more stop-and-frisks and made 6.9 % more arrests (misdemeanor and felony). Interestingly, the percentage difference in stop-and-frisk behavior between the two groups is larger than the actual percentage of stop-and-frisks conducted by the treatment group. In addition, the figure indicates that officers in the treatment group were 25.2 % more likely to perceive body camera technology as being helpful in the particular type of situation in which they were involved. Significantly, the percentage difference in the perception of camera helpfulness between the two groups is twice as large as the actual percentage of perceived helpfulness for the comparison group. Finally, although comparison officers were slightly more likely to give a verbal warning or command to a citizen, the difference appears trivial (Ready & Young, 2015).

Officers assigned to wear cameras were more likely to issue citations, initiate encounters, and less likely to perform a stop-and-frisk, even after controlling for officer and situational characteristics. There was no effect of having a camera for giving a warning or making an arrest once the controls were included. Additionally, arrests were more likely to occur during the

discretionary period of activation, relative to the mandatory period of activation (Ready & Young, 2015).

Officers assigned a camera were more likely to report after an incident that body worn cameras were helpful in that type of situation. Those officers who volunteered to wear a camera were much more likely to perceive the cameras as helpful relative to control and treatment officers who were mandatory assigned (Ready & Young, 2015).

This study finds support for the claim that police officers are more risk averse and cautious about their actions when wearing on-officer video technology. Officers equipped with body cameras conducted significantly fewer stop-and-frisks and arrests than officers who were not wearing the technology. Importantly, the effect of wearing a camera on stop-and-frisks was significant after controlling for officer assignment (mandatory vs. voluntary) and the camera activation policy. This study shows that officers were more cautious in conducting street stops when they had cameras due to: possible scrutiny over the reason for the stop; whether reasonable suspicion exists for the stop; or if probable cause existed to make an arrest. Officers were also cautious due to uncertainty as to whether they would be scrutinized over department policies based on video documentation (Ready & Young, 2015).

The second important finding in this study was that camera officers were more than likely to issue citations or summonses than non-camera wearing officers out of fear that officers would be held accountable or reprimanded for a stop without a citation or summons being issued. Initially, researchers had hypothesized that camera wearing officers would be significantly less proactive and concentrate mostly on dispatched calls, but this was found to be quite the opposite. Officers wearing body cameras had significantly more proactive stops than those officers who did not wear cameras. Officers were more likely to report that body cameras are helpful in situations

where they conducted an arrest, stop-and-frisk, citation, or warning during the encounter. Overall, our findings suggest that police are more likely to see the practical utility of the body cameras when they are assigned to wear them and during encounters where they must take coercive action (Ready & Young, 2015).

Rialto Police Department

The Rialto Police Department conducted a study of body worn cameras in 2012 using 54 officers. The department was made up of 115 sworn officers patrolling a municipality that is 28.5 miles, serving a population of 100,000 residents. The study was set up to evaluate the use of force and citizens' complaints against police. The agency used the prior 12 months (2011) and evaluated the amount of times officers used force and the amount of citizen complaints filed as a baseline for the 2012 study. During the study, officers were divided into an experimental (wear the camera) or control group (not wear the camera) for the shifts in which the study was being conducted.

Table 1 shows that during the experimental period there was a significant reduction in the amount of uses of force and citizen complaints (Ariel, Farrar, & Sutherland, 2015) (Table 3 in the study)

Table 1 Rialto, CA Use of Force Study Results

	2009–2010	2010–2011	2011–2012	2012–2013[a]
Use-of-force	70	65	67	25[b]
Complaints	36	51	24	3[c]
Police–public contacts	–d	–d	45,104	43,289
a. Experimental period; b. 8 during experimental shifts, 17 during control shifts (n = 499); c. 2				

during experimental shifts, 1 during control shifts (n = 489); d. Data automatically collected starting in 2011

Despite these striking findings, a limitation the researchers recognized a possible Hawthorne Effect (when individuals are aware they are part of a study/are being "watched," they alter their behavior to those perceived as more desirable by the researchers). (. (Ariel et al., 2015).

Phoenix Police Department

In 2013, the Bureau of Justice Assistance (BJA), through the SMART Policing Initiative (SPI), awarded the Phoenix Police Department $500,000 to purchase, deploy and evaluate police body worn cameras. The design and implementation of the project included purchasing 56 body worn camera systems and deploying them in the Maryvale Precinct. The implementation of the body worn cameras occurred in one of the two Maryvale Precinct squad areas (aka target area). All officers assigned to the target area were issued the equipment and were provided training in its use, maintenance, and related departmental policy. This evaluation was conducted to examine the effect of implementing police worn body cameras on complaints against the police and domestic violence case processing and outcomes (Katz, Choate, & Nuno, 2014).

Phoenix Police Officers were asked a number of questions relating to the impact of body worn cameras including comfort; completion of incident reports; evidence in court; citizen behavior; police officer behavior; and, other benefits and limitations to their use.

The results reported are post implementation with surveys given at various points along the way to get perceptions as they studied officers wearing the cameras over time. Officers generally thought the cameras were easy to use (62%) and comfortable to wear (58%). When respondents

were questioned about retrieval and downloading the video, 27% agreed with the ease of retrieval and 24% with ease of downloading video (Katz et al., 2014).

Fifty eight percent of officers agreed that video would provide a more accurate account of what happened and 53% stated that the video would improve the quality of evidence while only 3% felt that body worn cameras would require less time completing paperwork.

The next area of the Phoenix Police survey looked into citizen behavior. About 26% of officers surveyed believed that citizens would be more cooperative and 29% agreed that citizens would be more respectful towards officers with body worn cameras (Katz et al., 2014).

Particularly interesting was the reported attitude changed among officers. In the beginning of the study, 29% of officers believed that body worn cameras would hurt police/ community relations and by the end of the study, that number dropped to 18%. Again, at the beginning of the study, 21% of officers agreed that cameras would increase citizen complaints and by the end of the study, that number dropped to only 9% (Katz et al., 2014).

Respondents in this study believed that body worn cameras would not be well received by officers and also felt that the cameras would not increase officer safety. With those two negative beliefs aside, officers still felt that the advantages of a body worn camera program outweighed the disadvantages (12.5% in beginning to 35.3% at the end) (Katz et al., 2014).

The officers arrest activity increased and complaints against police showed a drastic reduction, down 23% compared to the comparison squad that showed a 10% increase. Furthermore, complaints against the experimental group were less likely to be sustained.

This study revealed that body worn cameras were a valuable tool both from an investigative standpoint and in reducing complaints against police. The study authors wrote, “The cameras capture spontaneous utterances, evidence, and situations that could not otherwise be recreated in

a courtroom. This also enhances community relations because cameras' documentation increases transparency, builds trust, and encourages more civilized behaviors from individuals who realize they are being captured on him" (Elliott & Kurtenbach, 2015).

The Phoenix study also found the value of including stakeholders such as representatives from the mayor's/city manager's office, police department, city and county attorneys, information technology, finance, public information (informs the public, improves transparency), courts, mental health, fire, and others as deemed appropriate.

The researchers concluded that although BWCs have tremendous value, public safety partners should also be cautious in how quickly they deploy the technology. Even if there is political or community pressure or mandates, partners should make sure to set up the back-end solutions for managing the data, to budget costs for storage and infrastructure, and to establish policies for video processing and use—in court or for Freedom of Information Act requests. These are all critical components of a strategic plan that must be in place before the deployment of cameras (Elliott & Kurtenbach, 2015).

Elliot and Kurtenbach (2015) also emphasized the importance of having the police union at the table to develop a policy to protect the rank and file from what the union deems "fishing expeditions" when reviewing video for the way specific officers are doing their jobs. Union officials also participated in the field testing of the cameras so they had a firsthand knowledge of how they worked and therefore had a say in which camera would ultimately be selected. It is also important to include a plan for the district attorney's office since prosecutions will involve video. This will translate into a tremendous increase in work, requiring a liaison from the police department for the DA's office (Elliott & Kurtenbach, 2015).

Los Angeles Police Department

The Los Angeles Police department (LAPD) began the process of developing a survey to administer to officers within two divisions of the LAPD, the Mission District and the Newton Division. The surveys were conducted in 2016. Within those divisions, there were 273 officers surveyed: 156 officers from the Mission Division in the San Fernando Valley and 117 officers from the Newton Division in South Central Los Angeles participated. In total, 227 patrol officers, 38 Sergeants, 7 Lieutenants, and one Captain completed the survey with a breakdown of 31 females and 242 males. The survey is mirrored on the Arizona State University survey of the Phoenix Police Department that included the following areas; the ease of use and familiarity, the behavior of the officer and citizens when cameras are present, how the footage will be used during prosecution, and finally, measures of support among the officers and the agency during the implementation of body-worn cameras. The LAPD survey went a step further to seek out officers' perceptions on general patrol work as well as the characteristics of specific neighborhoods and community members within their patrol area. This survey also asked officers about their comfort levels recording certain people in certain situations like sexual assault victims, mentally ill/ unstable persons and children (Uchida, Solomon, Connor, & Shutinya, 2016). In looking at the survey results from wave 1, the areas are discussed below.

Police Work, in general

"98.5 percent believe that assisting citizens in the community is just as important as enforcing the law. Similarly, 94.8 percent agree that a good patrol officer will try to find out what residents think are the neighborhood problems and 95.2 percent of officers believe it is important for patrol officers to ensure that commonly used public spaces are safe for people in the community. Additionally, 92 percent of the officers agree that it is important to enforce minor crimes to improve the quality of life for neighborhood residents. When asked about the trustfulness of the

citizens within their divisions, about 73 percent of officers believed that most citizens could be trusted. Breaking this question down by division, 75 percent of the officers in Mission and 70.1 percent of the officers in Newton believed that most citizens could be trusted" (Uchida et al., 2016).

Citizens, in general

Officers were surveyed on the areas patrolled and the citizens that reside in those areas. This area of the study was important information because of the large, diverse population. When questioned on "how many citizens would be afraid to cooperate with the police out of fear of what other citizens would do to them", 49.5% of the officer surveyed in both divisions agreed with this statement. "About 56 percent of those surveyed in Mission agree or strongly agree that some or all citizens would provide information about a crime if they knew something and were asked by the police, whereas 33.3 percent of surveyed officers in Newton agree or strongly agree. Similarly, 71.8 percent of the Mission officers and 55.6 percent of the Newton officers agree or strongly agree that some or all citizens would call the police if they saw something suspicious. The two divisions agree on the question of how many citizens are afraid to cooperate with the police because of what other citizens might to do them. Here, 79.1 percent of all officers agree or strongly agree that some or all citizens are afraid to cooperate because of this, broken down to 74.4 percent of Mission respondents and 85.5 percent of Newton respondents agreeing" (Uchida et al., 2016).

Body Worn Cameras, in general

With regards to officers feeling that the implementation of body cameras would be an invasion of their privacy, 49.4% in the Mission division and 56% of officers in Newton division agreed with this statement. In the area of ease of use, 58.3 in the Mission and 34.5% in Newton felt that it would be easy to use. 73.7% in the Mission compared to 49.6% in Newton felt that the body

cameras would aid is securing convictions. "Officers in both divisions seemed wary of several aspects of the implementation, especially in regard to usage and comfort. Over 93 percent of all officers disagree or strongly disagree with the assertion that body-worn cameras will reduce the time spent filling out paperwork and just over 40 percent of all surveyed believe downloading the data from the cameras will be a simple process or that the footage will be easy to retrieve from storage. As to physical comfort, 82.4 percent do not anticipate the body-worn cameras being comfortable to wear"(Uchida et al., 2016).

Uchida comments that, "while anecdotal reports indicate that many community members believe they should have the ability to view footage from the body-worn cameras, 81.2 percent of all officers surveyed do not believe the public should have such access, with a breakdown of 76.1 percent of Mission officers and 88.1 percent of Newton officers" (Uchida et al., 2016).

Perceptions and Concerns of Implementation

Individual perceptions are at the heart of this survey so in this survey, cameras had not been implemented so the results are based on the perceptions of how the camera will be used and implemented. Almost half of the officers surveyed felt that the implementation of the camera will cause them stress and anxiety whereas almost 66% of the officers felt that with proper training, they will be more confident in their use. About 83% or the officers surveyed felt that when wearing body worn cameras would cause them to communicate less with partners while patrolling. A staggering 90% of the officers had a deep concern over potential reprimands for forgetting to turn on the cameras. Just over half of the officers surveyed felt that the advantages outweighed the disadvantages of adopting a body worn cameras program. 57.7 percent of Mission's officers supporting the use of body-worn cameras on all patrol officers. Only 31.9 percent of Newton officers agreed. Despite these numbers, only 10% of the officers when

evaluating what their coworkers felt about body cameras felt that they did not want them (Uchida et al., 2016).

Officer and Citizen Reactions

Almost 85% of officers believed that they will have less discretion while on patrol and over 74% felt that other officers will make less stops while wearing body worn cameras. In response to the use of force, 70.7% of the officers and 58.3% in the Mission believed that the body worn cameras will have an impact on their decision to use force. Over 80% of officers felt that the cameras would affect witnesses from talking to police. "Neither division seems to believe that citizen interaction will improve with the use of the cameras. Only 36.5 percent of Mission officers and 19.8 percent of Newton officers agree or strongly agree that citizens will be more respectful knowing an officer is wearing a body camera. Similarly, 28.8 percent of those in Mission and 13.8 percent of those in Newton believe citizens will be more cooperative with an officer wearing a camera" (Uchida et al., 2016).

Video Recording

Officers, when surveyed on recording certain citizens expressed great concern when questioned on recording child and sexual assault victims. They were less concerned about filming homeless but again, concerned with filming citizens in their own homes, especially when asked to turn the cameras off (Uchida et al., 2016).

Summary of Key Findings

What has been reviewed here in the literature demonstrates some of the surveys that have been completed, all in the last couple of years to in progress and either on the heels of fatal police encounters or in the midst of them. It is important to measure police officers perceptions of body worn camera as they are the ones that will be using them. As shown, the more training and education, the better "buy in" from police officers.

Chapter III: Methodology

Design of Study

The research for this study was conducted using a quantitative anonymous web-based survey on the Qualtrics platform. This researcher used a survey instrument that is currently being used by the Los Angeles Police Department (LAPD). This survey instrument was created by Craig D. Uchida, Shellie E. Solomon, Christine Connor and Mariel Shutinya in February 2016 of Justice and Security Strategies, Inc. (JSS) based in Silver Spring, MD. The survey instrument was developed, in part, from an existing survey instrument written by Arizona State University (ASU) which was administered on the Phoenix Police Department (results of this survey were discussed in Chapter 2). JSS created the LAPD survey instrument making some changes from the ASU model tailored to the specific needs of the LAPD (Uchida et al., 2016). This researcher then added two additional sections (Q 22 and 23) to the survey instrument asking respondents for their opinions on the ability to view their own body camera footage, as well as their co-workers footage, when they are the subject of a personnel complaint or involved in a critical incident.

Sample

This researcher administered the survey to the Buffalo Police Department (BPD) and the Rochester Police Department (RPD) through each departments email system with a URL link directing each respondent to the survey. The surveys were sent with the permission of Commissioner Daniel Derenda (BPD) and Chief Michael Ciminelli (RPD). Prior to the distribution of the survey, this researcher contacted the police union presidents of both agencies to inform them of the purpose and information sought in this survey and asked for their support. Each union president, Kevin Kennedy of the Buffalo Police Benevolent Association and Michael Mazzeo of the Locust Club (RPD), pledged their support for the survey and recommended to the membership that they assist this researcher by participating in the survey. Both union presidents

also asked to see the results of the survey. (This researcher will honor that request at the completion of this study.). These two departments were chosen based on the similarities of each city (approximate population 258,000 Buffalo and 210,000 Rochester according to the Census Bureau 2015), police department size (approximately 700 (spring 2016), and crime rates.

The BPD had convened a focus group in the spring of 2015 using the Bureau of Justice (BOJ) National Tool Kit to evaluate the possibility of starting a body worn camera program. As of this writing, October 2016, the process is still in the evaluation stage. The RPD began the process of a body worn camera program by submitting the DOJ grant application in June 2015 and was awarded the grant in October 2015. In January 2016, the RPD went to the City of Rochester Council for permission to enter into an agreement based on an awarded request for proposal (RFP) with the vendor. Cameras began rolling out to the officers in RPD in August 2016 with training already underway to those officers pre-implementation. The process of rolling cameras out will be in phases moving forward.

The survey was administered via email on March 23, 2016 and closed on April 18, 2016 (prior to body camera usage in both BPD and RPD). This researcher sent out on a few occasions, reminder emails to all involved asking for the survey to be taken within the BPD and asked Captain Kevin Costello (RPD body camera coordinator) to send out reminder emails in RPD. There were 306 responses to the survey. Of these, 47 were found to have opened the survey and failed to answer any questions, 2 answered “no” when asked if they wanted to continue on with the survey at the consent question, and 1 respondent failed to identity whether he/she worked at BPD or RPD. This left 256 usable surveys: 105 from the RPD and 151 from the BPD.

Demographics and socioeconomic indicators

Figure 5 Ethnicity

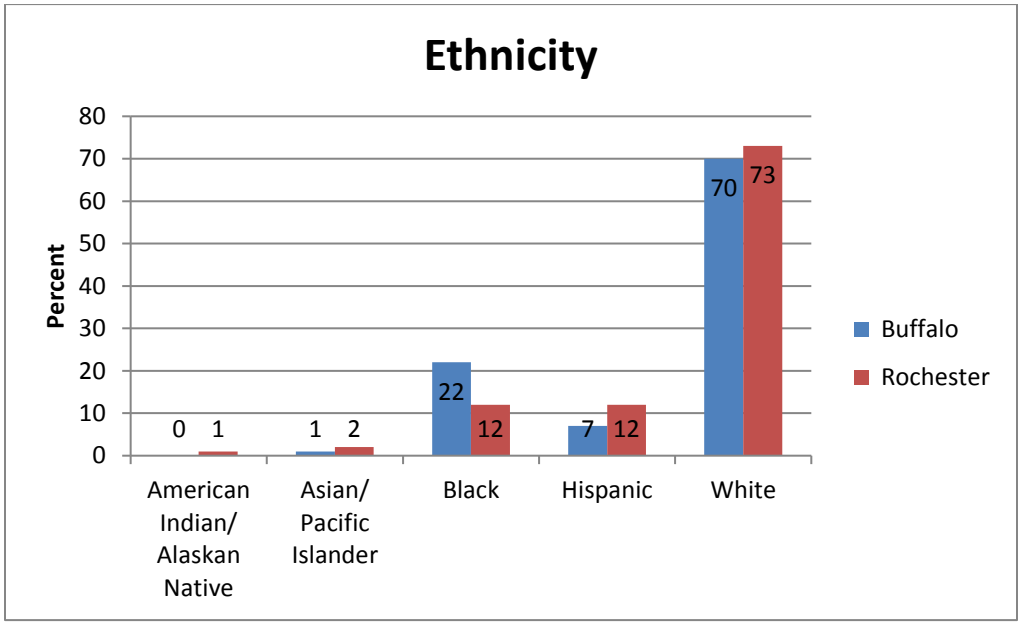


Figure 6 Group (Minority/ Non-Minority)

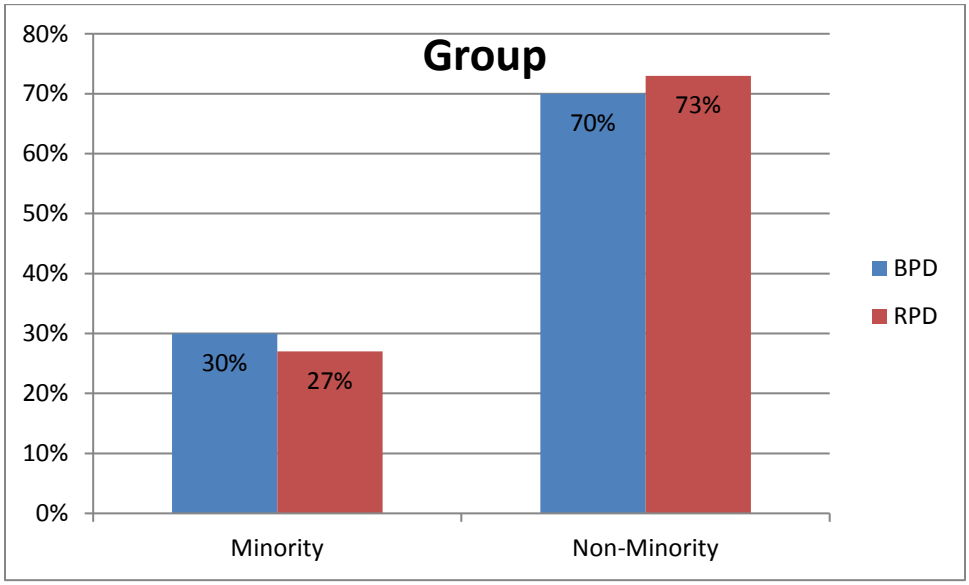
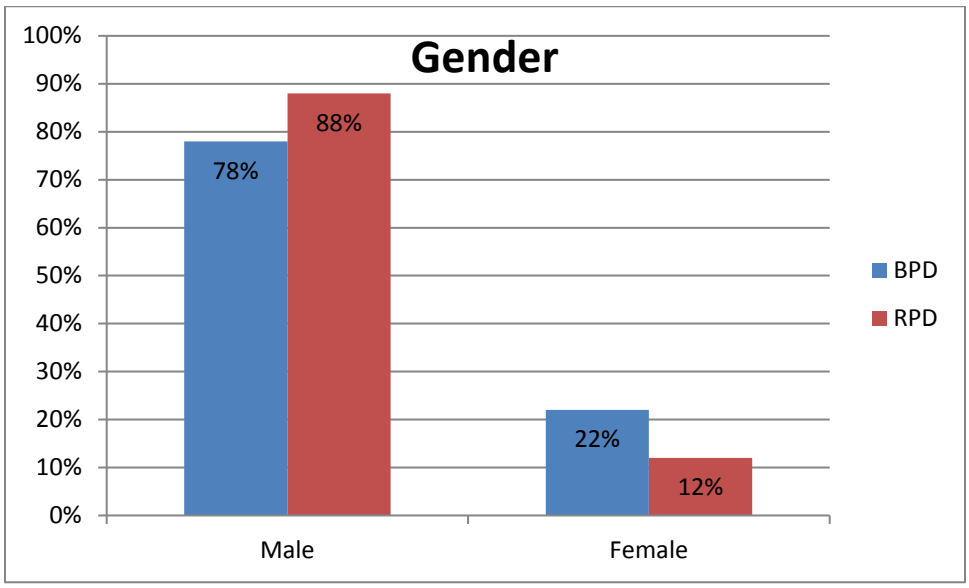
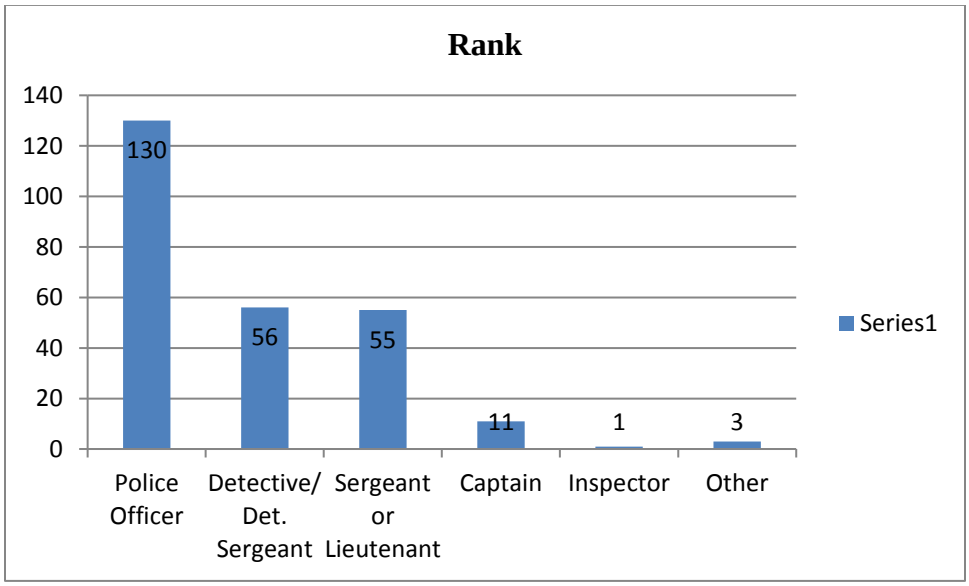


Figure 7 Gender



***Above graphs (ethnicity, group and gender) obtained on bpdny.org and from RPD**

Figure 8 Rank



Legend:

*A Detective Sergeant is a supervisor of detectives.

** A Sergeant is a first line patrol supervisor in the Rochester Police Department. A Lieutenant in the RPD is a supervisor with additional administrative duties. There are also Lieutenants in

the RPD and BPD that are assigned to the detective bureau that are supervisors of detectives. Buffalo Police do not have a Patrol Sergeant rank. BPD has a Lieutenant rank that doubles as a front line patrol supervisor and also handles numerous administrative duties.

*** Other includes the ranks that are appointed positions considered management exempt and are executive staff positions including Deputy Chief, Chief, Deputy Commissioner and Commissioner. They are not civil service positions.

Figure 9 Years of Service

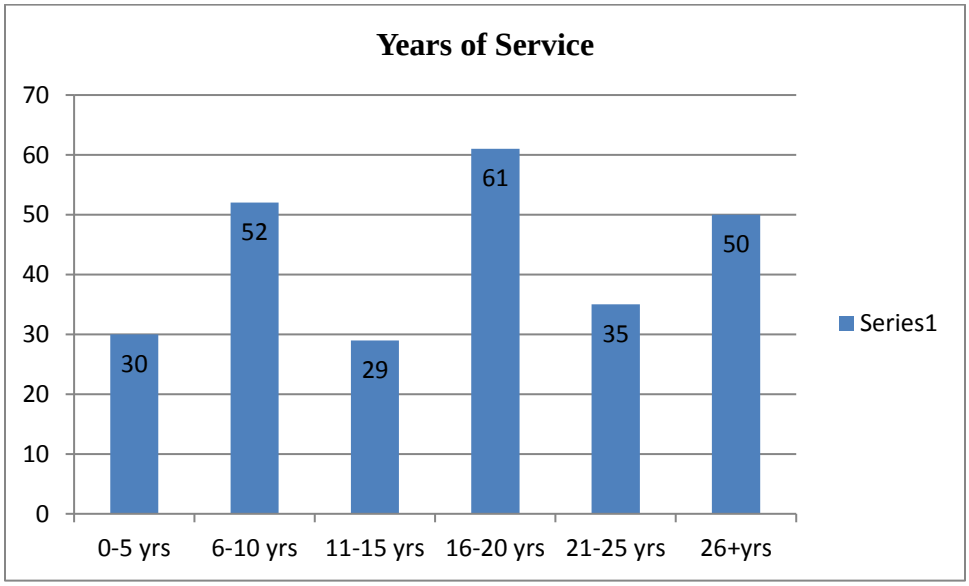


Figure 10 Age of Respondents

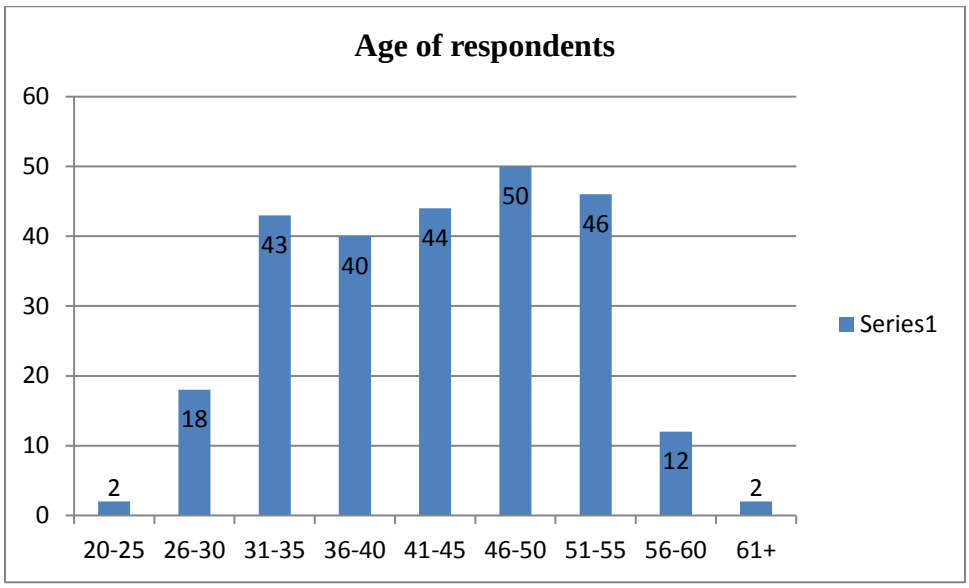


Figure 11 Racial Make Up

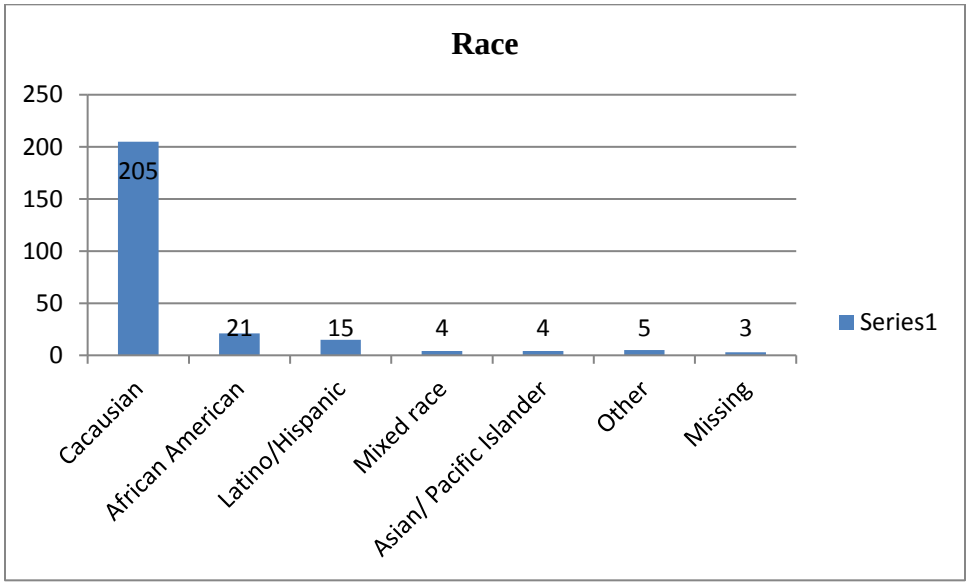


Figure 12 Gender Total of all Respondents

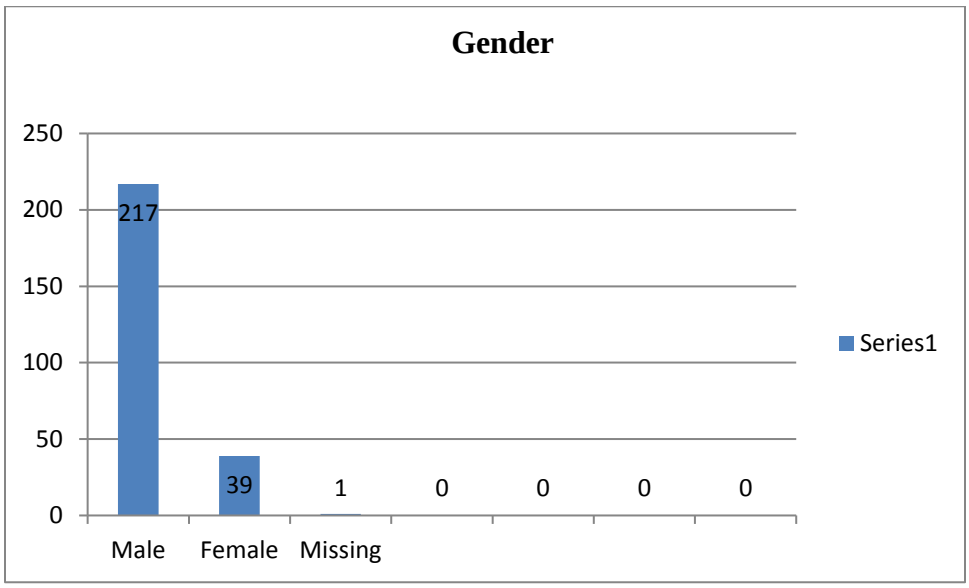


Figure 13 Education

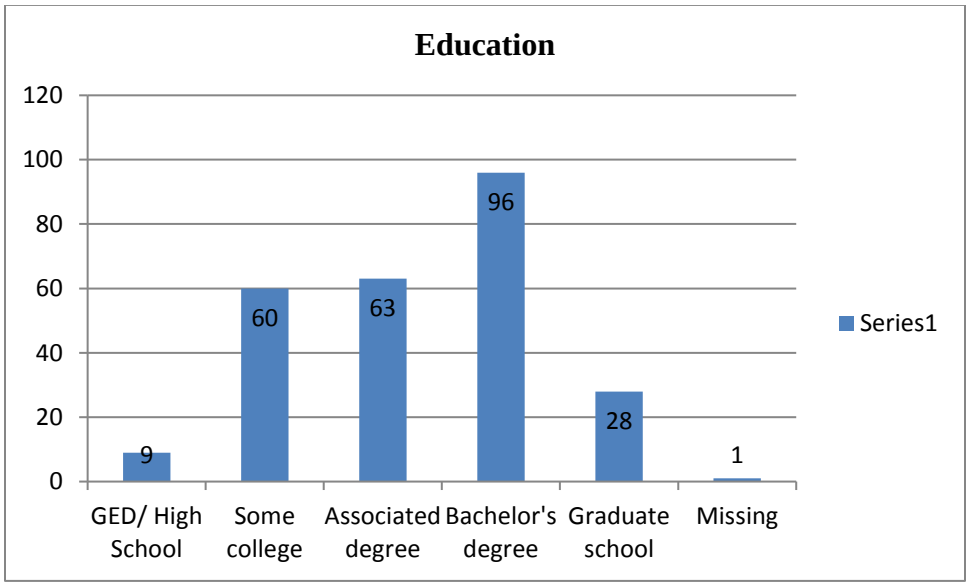
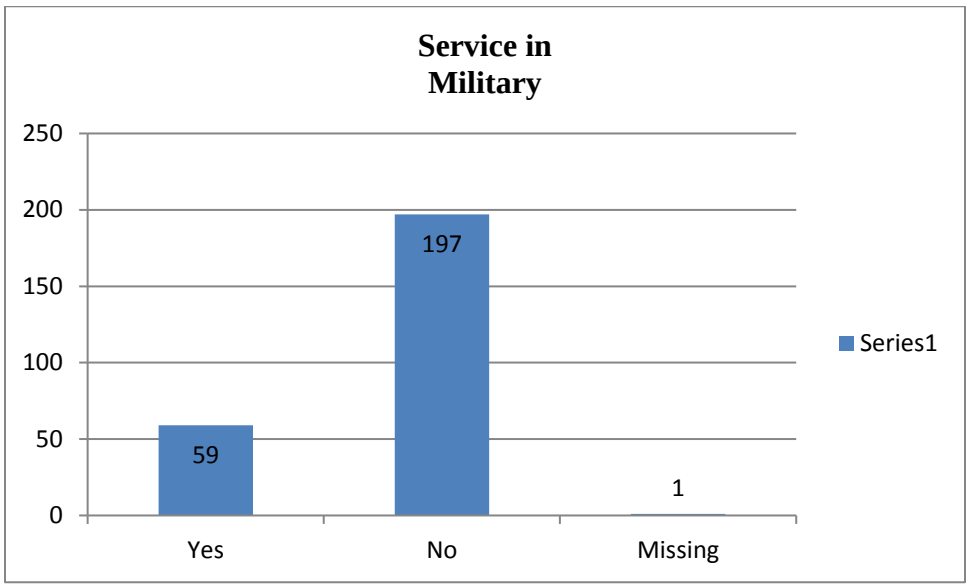


Figure 14 Military Background



Data Analysis

The information in the following section is the results of the survey from each agency. The results are separated into each survey section as they were administered in the actual survey instrument.

Descriptive Statistics

Police work

The first portion of the survey asked respondent's their views generally on policing. This was done to establish a baseline of how each person feels policing should be done. The results shown are a total number for all respondents. In some situations, this researcher will show the individual results by department. When asked if enforcing the laws is the most important responsibility, 32% respondents strongly agreed and 56% agreed (with each department responding fairly evenly) and 12% disagreed.

In the next question, respondents were asked if assisting citizens was just as important as enforcing the laws. Respondents from both departments felt very strongly that this was a true statement with 97% strongly agreeing or agreeing. Respondents were asked if patrol officers

have reason to be distrustful of citizens with 35% strongly agreeing and 31% agreeing, while 59% disagreed and 6.5% strongly disagreed. Respondents were asked if a good patrol officer was one who ran license checks, stopped cars and checked out people during their duties. The results showed that 26% strongly agreed, 52% agreed while 21% disagreed and 0.8% strongly disagreed.

The next question asked if it was important for patrol officers to ensure that commonly used spaces were safe for people in the community. This was almost unanimous with 99% of the respondents answering to the affirmative. Respondents were then asked if it was important for a patrol officer to enforce minor crimes to improve the quality of life for neighborhood residents, again, 94% felt that it was and 6% felt that it was not. Finally for this section on police work, a good patrol officer will try to find out what residents think the neighborhood problems are. Again, there was a strong response to this in the affirmative with 99% responding to the affirmative.

How Citizens Would React

In this next section, respondents were asked questions about the community they patrol. Respondents were asked if they believed a citizen would call the police if they saw something suspicious, 1% answered none would, 31% said a few, 66% said some and 2% said all. When asked if a citizen would provide information about a crime if they knew something and were asked about it by the police, respondents felt that only 3% would not call the police while 57% felt that a few would, 38% believed some citizens would and 1% felt that all citizens would provide information if asked by the police. When asked if citizens are afraid to cooperate with police because of what other citizens might do to them, only 0.4% or 1 respondent said none while 13% felt a few, 77% said some and 9% said all would be afraid. Finally, when respondents were asked if citizens are willing to work with the police to solve neighborhood

problems, 3% said none would, 54% felt that a few might, 42% said some might and 0.8% said that none would work with the police.

The next set of questions related to the respondents general views on the implementation of body worn cameras in the police department. The following questions on the survey asked for a "yes" or "no" answer. Respondents were asked if they felt that the body worn cameras would be easy to use which 54% respondents responded yes and 46% responded no. When asked if respondents felt that using a body worn camera would be an invasion of their privacy, 44% felt that it would be an invasion and 56% felt that it would not be an invasion. Related to a court matter, respondents were asked if they felt that the body worn cameras would help secure convictions in court and 79% said yes and 21% believed that the video would not help secure convictions. The next question asked if respondents felt that the body worn cameras would be a distraction when performing their daily tasks and this was almost evenly split with 53% believing that cameras would be a distraction and 47% that they would not be a distraction. The final questions in this section asked if the general public should be able to view footage from a body worn camera and this was overwhelmingly against with 81% saying no and only 19% stating that the general public should be able to view the footage.

The following questions focused on the respondent's expectations and perceptions regarding body worn cameras. Respondents were asked to answer if they strongly agreed, agreed, disagreed and finally strongly disagreed. The areas that were focused on are detailed in the next two sections.

Familiarity, Ease of Use, and Comfort

Respondents were asked for their expectations or their perceptions whether body worn cameras would be comfortable to wear with only 2% answering that they strongly agreed and 50%

agreed. Conversely, 40% and 8% stated that they disagreed or strongly disagreed, respectively. The breakdown by department can be seen in Table 2.

Table 2 Are Body Cameras Comfortable To Wear

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q14_1	Strongly Agree	Count	4	2	6
		% within Q14_1	66.7%	33.3%	100.0%
		% within Dept	2.7%	1.9%	2.4%
		% of Total	1.6%	0.8%	2.4%
	Agree	Count	81	44	125
		% within Q14_1	64.8%	35.2%	100.0%
		% within Dept	55.1%	41.9%	49.6%
		% of Total	32.1%	17.5%	49.6%
	Disagree	Count	58	43	101
		% within Q14_1	57.4%	42.6%	100.0%
		% within Dept	39.5%	41.0%	40.1%
		% of Total	23.0%	17.1%	40.1%
	Strongly Disagree	Count	4	16	20
		% within Q14_1	20.0%	80.0%	100.0%
		% within Dept	2.7%	15.2%	7.9%
		% of Total	1.6%	6.3%	7.9%
Total		Count	147	105	252
		% within Q14_1	58.3%	41.7%	100.0%
		% within Dept	100.0%	100.0%	100.0%
		% of Total	58.3%	41.7%	100.0%

When the questions related to the more technical aspects of the body worn cameras were asked regarding downloading the footage from the cameras being easy, 2% strongly agreed and 39%

agreed. Those that felt that the downloading process is not easy were 44% and 15% disagreed and strongly disagreed as shown below.

Table 3 Ease Of Downloading Footage

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q14_2	Strongly Agree	Count	3	3	6
		% within Q14_2	50.0%	50.0%	100.0%
		% within Dept	2.0%	2.9%	2.4%
		% of Total	1.2%	1.2%	2.4%
	Agree	Count	63	34	97
		% within Q14_2	64.9%	35.1%	100.0%
		% within Dept	42.9%	32.4%	38.5%
		% of Total	25.0%	13.5%	38.5%
	Disagree	Count	65	47	112
		% within Q14_2	58.0%	42.0%	100.0%
		% within Dept	44.2%	44.8%	44.4%
		% of Total	25.8%	18.7%	44.4%
	Strongly Disagree	Count	16	21	37
		% within Q14_2	43.2%	56.8%	100.0%
		% within Dept	10.9%	20.0%	14.7%
		% of Total	6.3%	8.3%	14.7%
Total		Count	147	105	252
		% within Q14_2	58.3%	41.7%	100.0%
		% within Dept	100.0%	100.0%	100.0%
		% of Total	58.3%	41.7%	100.0%

When asked if respondents expected the retrieval of video footage from the cameras and downloading to be an easy process, 4% and 33% stated that they strongly agreed or agreed, 46.8% disagreed and 16.3% strongly disagreed with the statement. (See Table 4.)

Table 4 Ease of Video Retrieval

Crosstab

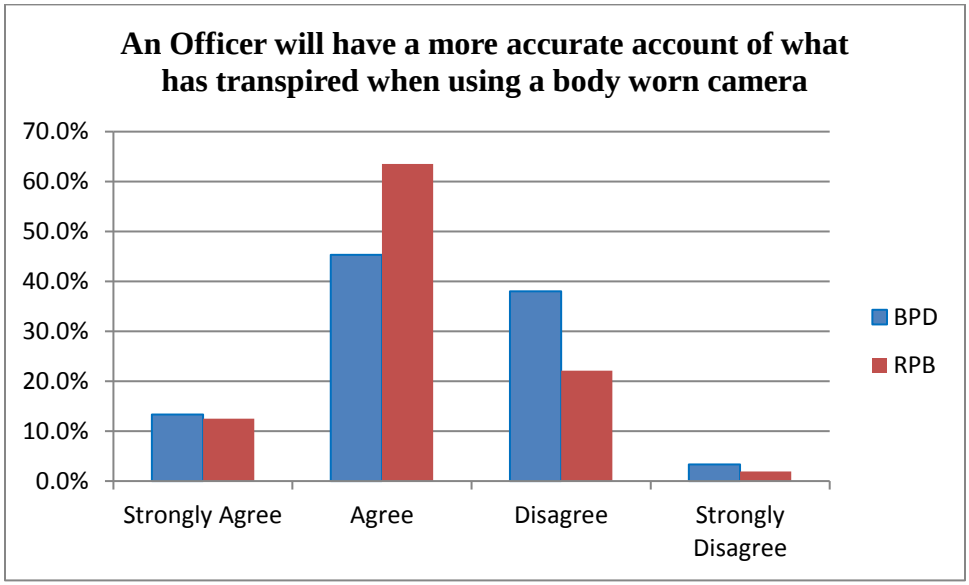
			Dept		
			Buffalo	Rochester	Total
Q14_3	Strongly Agree	Count	6	3	9
		% within Q14_3	66.7%	33.3%	100.0%
		% within Dept	4.1%	2.9%	3.6%
		% of Total	2.4%	1.2%	3.6%
	Agree	Count	62	22	84
		% within Q14_3	73.8%	26.2%	100.0%
		% within Dept	42.2%	21.0%	33.3%
		% of Total	24.6%	8.7%	33.3%
	Disagree	Count	63	55	118
		% within Q14_3	53.4%	46.6%	100.0%
		% within Dept	42.9%	52.4%	46.8%
		% of Total	25.0%	21.8%	46.8%
	Strongly Disagree	Count	16	25	41
		% within Q14_3	39.0%	61.0%	100.0%
		% within Dept	10.9%	23.8%	16.3%
		% of Total	6.3%	9.9%	16.3%
Total		Count	147	105	252
		% within Q14_3	58.3%	41.7%	100.0%
		% within Dept	100.0%	100.0%	100.0%
		% of Total	58.3%	41.7%	100.0%

Using Video Footage

This section focuses on respondents using the video related to time spent on paperwork, accurate accounting of a scenario and improving the quality of evidence. Respondents, when asked if

body worn cameras would reduce the amount of time spent on filling out paperwork, an overwhelming number believed that body worn cameras would not reduce time spent on paperwork (48% disagreeing and 47% strongly disagreeing). When asked if an officer will have a more accurate account of what has transpired having the situation captured on a body worn camera, 63% agreed and 14% strongly agreed. A smaller number disagreed with this statement with 19% and 4% disagreeing or strongly disagreeing. The breakdown by department is demonstrated by Figure 15 .

Figure 15 An Officer will have a more accurate account of what has transpired when using a BWC



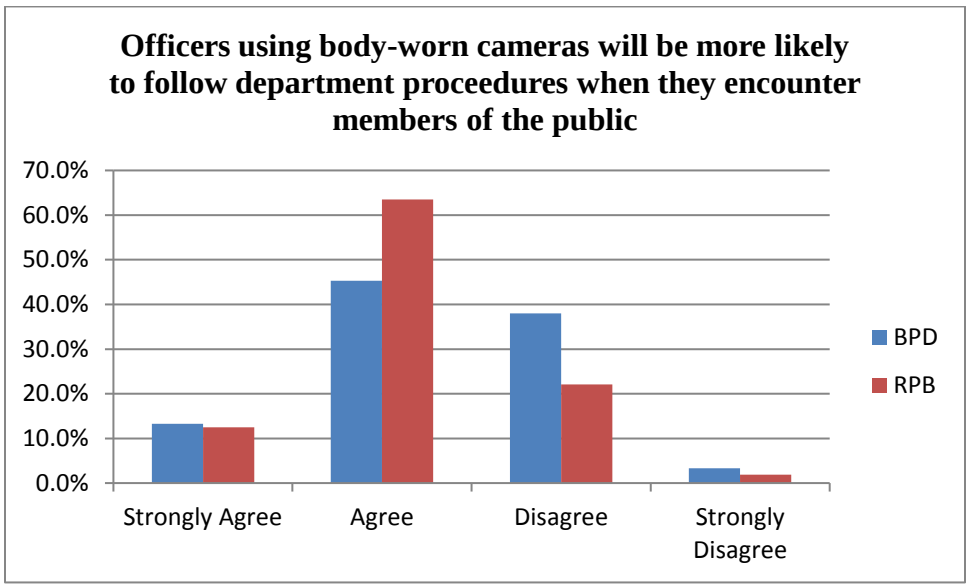
Respondents were then asked if the footage from the body worn cameras would improve the quality of evidence, 21% strongly agreed and 58% agreed with 18% and 3% disagreeing and strongly disagreeing.

The next area of the study changes course and asks respondents for their perceptions on how their fellow officers would react to wearing body worn cameras. Again, each question asked for the standard Likert scale responses.

Police Officer Behavior

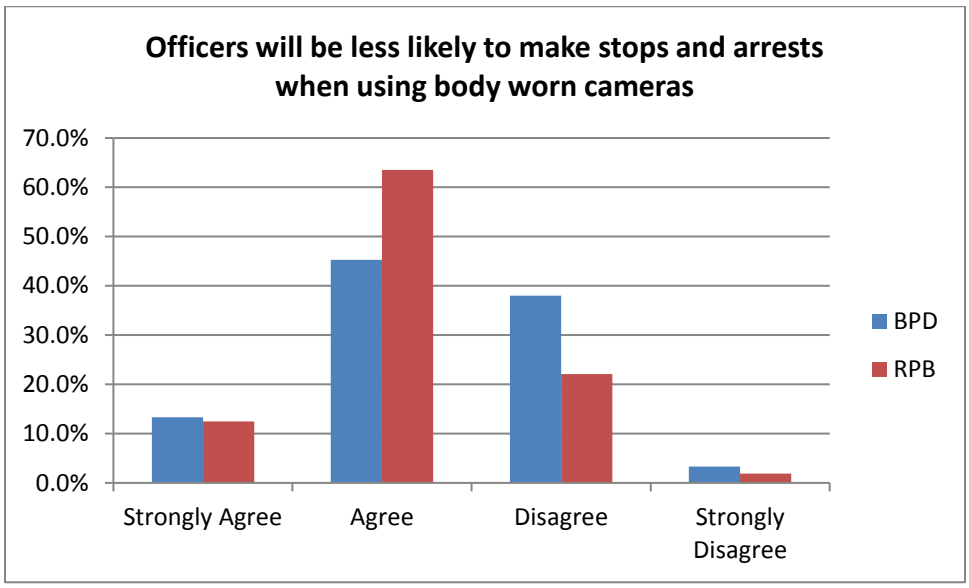
When asked if fellow officers using body worn cameras would be more likely to follow department procedures when they encounter members of the public, 16% and 63% strongly agreed and agreed while 19% disagreed and 2% strongly disagreed with this statement.

Figure 16 Officers using BWC will be more likely to follow department procedures when they encounter members of the public



Respondents were then asked if their fellow officers would be less likely to make stops and arrests when using body worn cameras. The results showed that 25% strongly agreed with this statement and 32% agreed with this statement while 38% disagreed and 5% strongly disagreed.

Figure 17 Officers will be less likely to make stops and arrests when using BWC



When asked if their fellow officers will feel as though they have less discretion when using body worn cameras, 40% strongly agreed and 44% agreed with this statement, while 16% disagreed and .8% strongly disagreed. In regards to the use of force, respondents were asked if they felt the fact that their fellow officers were wearing body worn cameras would affect them using force Nearly two-fifths of respondents agreed, and 37% agreed, 20% disagreed and 4% strongly disagreed with this statement.

Citizen Reactions

This section asks respondents for their perceptions on how citizens will react to officers using body worn cameras. Respondents were asked if they believed citizens would be more respectful knowing that an officer was wearing a body worn camera. A small amount of respondents, 4% strongly agreed that citizens would be more respectful knowing officers had a body worn camera on and 21% agreed. A larger number, 52% disagreed and 23% strongly disagreed.

The respondents were also asked if they believed citizens would be more cooperative with an officer wearing a body worn camera. Most respondents disagreed with this statement at 57%

while 22% strongly disagreed. A smaller number of respondents, 17% and 4%, agreed and strongly agreed.

A very important aspect in policing is police-community relations. In this question, respondents were asked if they believed that body worn cameras would improve relations between the police and community. Here 55% disagreed with another 16% strongly disagreeing with 3% and 26% strongly agreeing and agreeing.

When the statement was asked, "Using body worn cameras will deter witnesses from speaking with police officers," respondents agreed that witnesses would not talk to officers who were wearing a body worn camera (23% strongly agreeing and 53% agreeing). Those that disagreed rated 23% and strongly disagreeing at 1%.

When respondents were asked if they perceived that citizens would be less likely to file complaints against officers using body worn cameras, more respondents disagreed and felt that citizens would still file complaints— 47% disagreeing and 13% strongly disagreeing–, while 34% agreed that citizens would file fewer complaints and 6% strongly agreed. Dealing with the privacy of citizens, respondents were asked if citizens would feel that body worn cameras would be an invasion of their privacy. More respondents believed that the cameras would be an invasion of citizen's privacy (13% strongly agreeing, 53% agreeing, 32% disagreeing and 3% strongly disagreeing).

This next section asks respondents how they would feel wearing a body worn camera during situations involving vulnerable citizens. Respondents were asked to answer in the following three choices, "not at all concerned", "somewhat concerned", and "very concerned". Out of the 10 types of vulnerable citizens shown in the results below, respondents were only concerned with filming two groups, sexual assault victims and child victims. Forty seven

percent of respondents were very concerned with filming sexual assault victims and 44% were very concerned with filming child victims. All other citizens' interactions where officers would film vulnerable persons, respondents were not concerned with filming. They included homeless persons (84% not concerned), demonstrators (72% not concerned), in a private residence (57% not concerned), minors (49% not concerned), severe traffic accidents and fatalities (67% not concerned), mentally or physically challenged persons (67% not concerned), domestic violence calls (55% not concerned) and when any individual requests that the officer turn the camera off (42% not concerned).

Figure 18 Officers concern with filming sexual assault victims

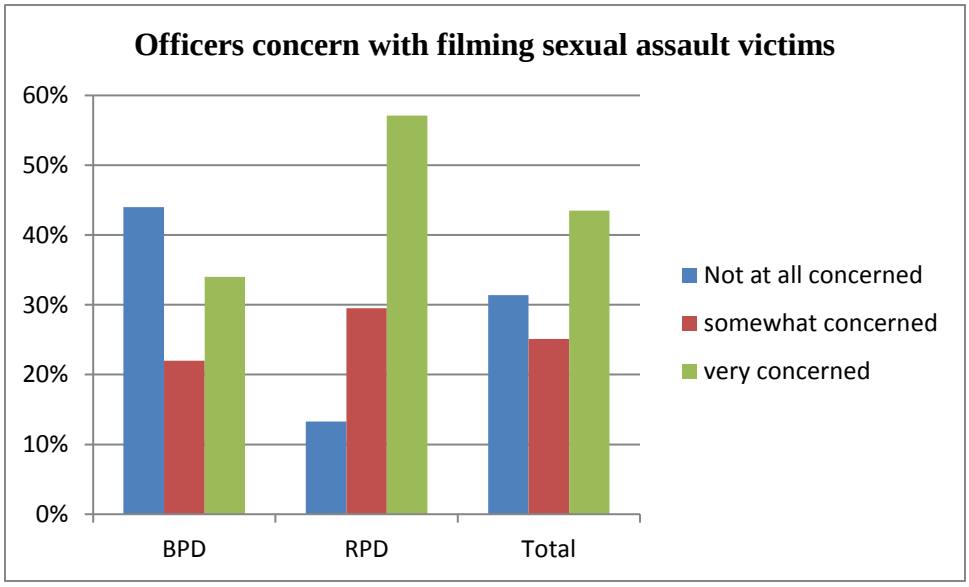
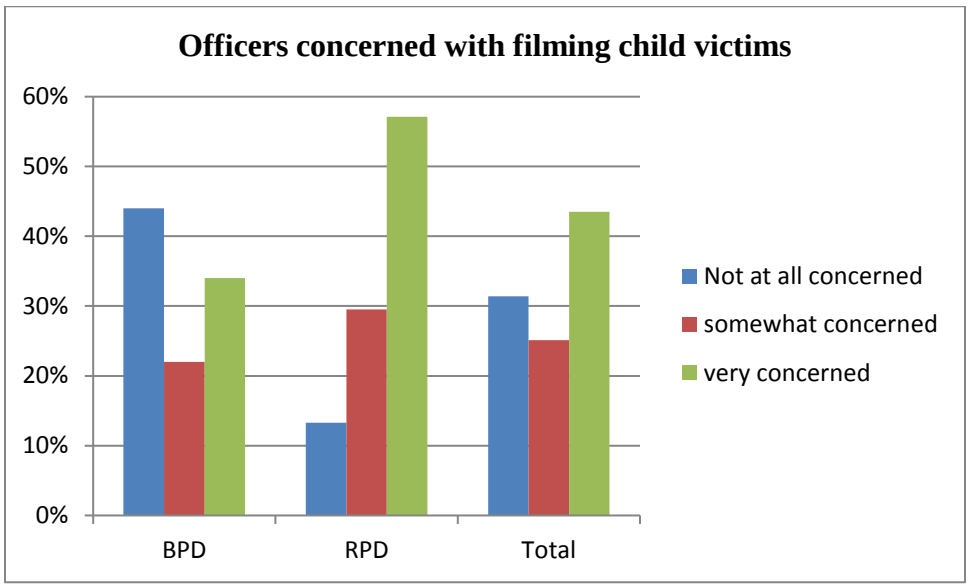


Figure 19 Officers concerned with filming child victims



The direction of the survey now gets into general and individual perceptions of officers towards body worn cameras. Again, respondents were asked to answer with strongly agree, agree, disagree and strongly disagree.

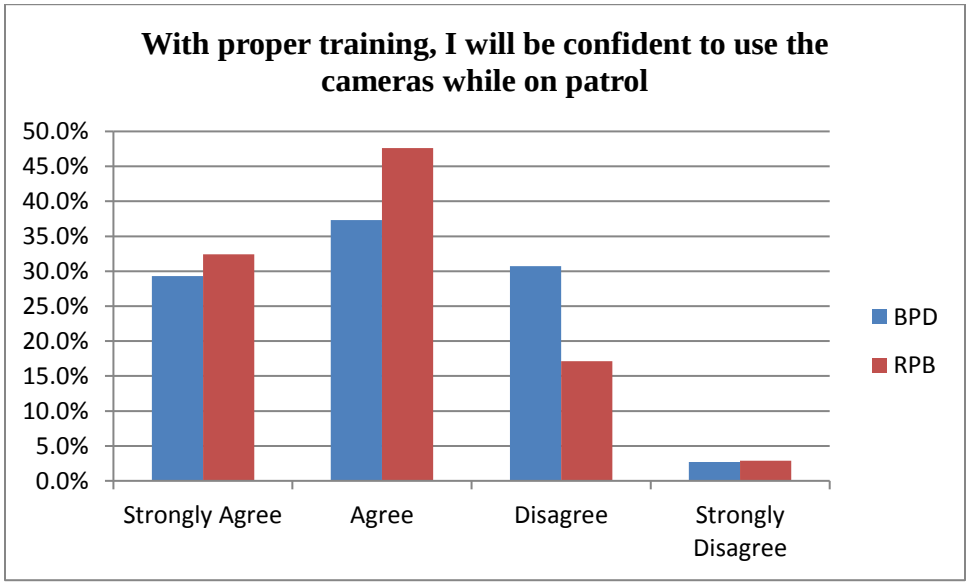
General Perceptions

Respondents were asked if the use of body worn cameras were well received by their co-workers and 61% of the respondents stated that they disagreed and another 26% strongly disagreeing. When asked if the use of body worn cameras would increase public trust in officers, 68% of respondents disagreed with this statement (53.9% disagreed-13.8%strongly disagreed). Safety issues being a concern, respondents were then asked if using body worn cameras would decrease officer safety and 54% disagreed along with 9% strongly disagreeing so the general feeling is that body worn cameras would not decrease officer safety. Twenty-five percent agreed and 13% strongly believed that cameras would decrease officer's safety. Finally, when asked if the advantages of body cameras outweigh the disadvantages, respondent agreed at 45% and strongly agreed at 9% while 30% disagreed and 16% strongly disagreeing.

Individual Perceptions

The next three questions focus on the individual officer and how they feel about specific aspects of the cameras. The first question asks respondents if they support the use of body worn cameras on all patrol officers. The response was affirmative with 43% agreeing and 11% strongly agreeing that they supported body cameras on all patrol officers. When asked if wearing a body worn camera would cause them stress and anxiety, 53% disagreed. In response to a training question, respondents were asked if with proper training, they would be confident in the use of body worn cameras while on patrol and 70% of the respondents agreed.

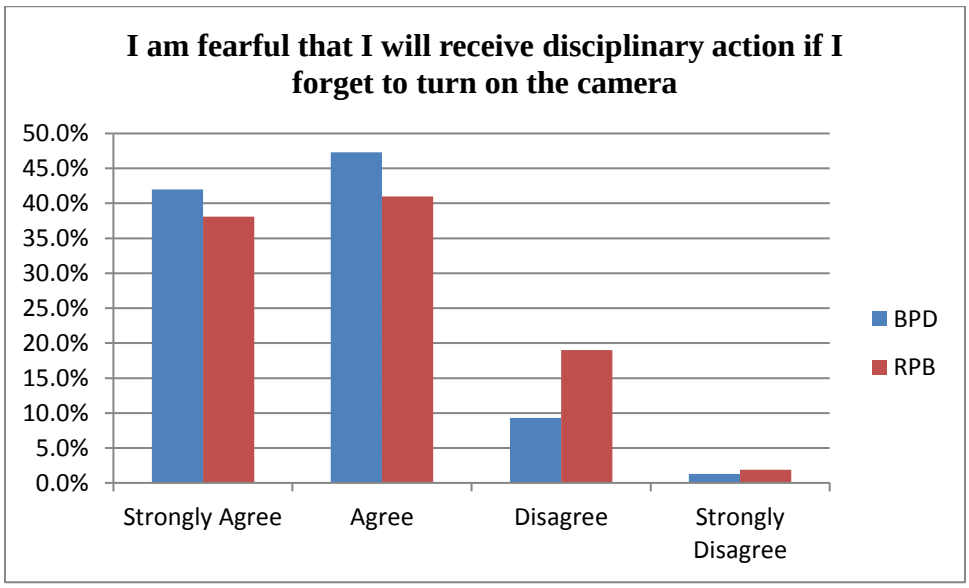
Figure 20 Training on BWC



General concerns of body worn cameras

Officers were asked if they were fearful that they would receive disciplinary action if they forget to turn on the body worn cameras and 85.1% of respondents were fearful.

Figure 21 Fear of Disciplinary Action



When asked if officer evaluations would be positively impacted by the use of body worn cameras, this yielded some split results between the departments. Overall, 58% of respondents disagreed with this statement however, when breaking down the numbers, 40% of BPD officers agreed that evaluations would be positively impacted while only 24% of RPD officers agreed. Of those that disagreed with this, 41% were from BPD while 59% of RPD officers disagreed.

The extremes were more evenly responded to as seen below.

Table 5 Officer Evaluation

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q21_2	Strongly Agree	Count	13	8	21
		% within Q21_2	61.9%	38.1%	100.0%
		% within Dept	8.7%	7.6%	8.2%
		% of Total	5.1%	3.1%	8.2%
	Agree	Count	60	25	85

		% within Q21_2	70.6%	29.4%	100.0%
		% within Dept	40.0%	23.8%	33.3%
		% of Total	23.5%	9.8%	33.3%
	Disagree	Count	61	62	123
		% within Q21_2	49.6%	50.4%	100.0%
		% within Dept	40.7%	59.0%	48.2%
		% of Total	23.9%	24.3%	48.2%
	Strongly Disagree	Count	16	10	26
		% within Q21_2	61.5%	38.5%	100.0%
		% within Dept	10.7%	9.5%	10.2%
		% of Total	6.3%	3.9%	10.2%
Total		Count	150	105	255
		% within Q21_2	58.8%	41.2%	100.0%
		% within Dept	100.0%	100.0%	100.0%
		% of Total	58.8%	41.2%	100.0%

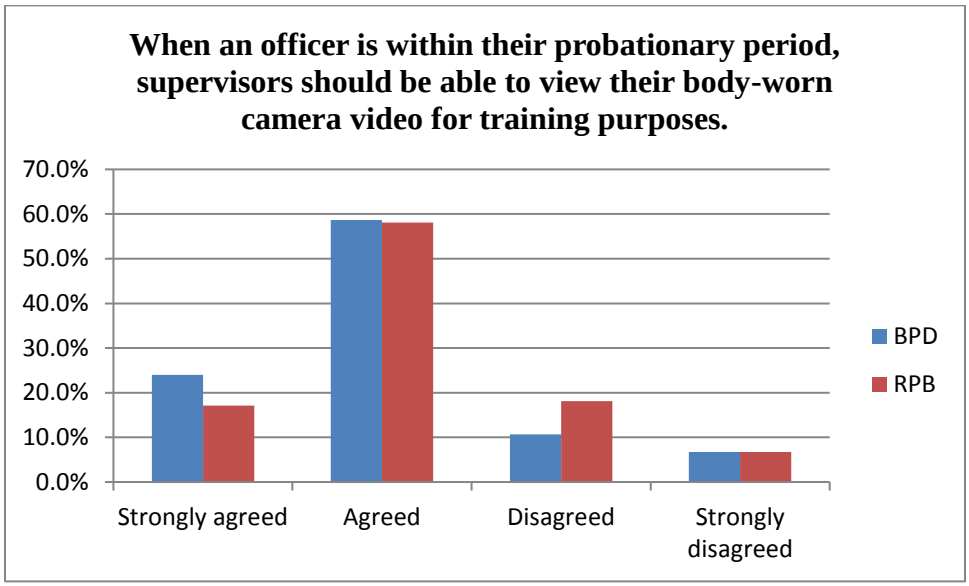
When officers are on patrol, would they communicate less with their partners if they were wearing body worn cameras? 72% of officers agreed or strongly agreed that communication would be reduced while 28% felt that it wouldn't. RPD officers agreed (48% RPD to 37% BPD) and a higher percentage of BPD officers disagreed (31% BPD to 17% RPD).

Viewing the footage

The next area that was surveyed had to deal with who should be able to view the footage from the officers cameras and when. Respondents were presented the following questions, "the department should only be able to view an officers' body-worn camera footage when there is a complaint filed against that officer" and 59% of the respondents either agreed or strongly agreed with this statement. Another 36% disagreed and only 5% strongly disagreed. Respondents were asked about their perceptions when a complaint is made against an officer. Should a first line

supervisor be authorized to view the body-worn camera footage before taking a formal complaint? Respondents answered with 48% agreeing and 40% strongly agreeing with this statement compared to the 12% against this. When asked if only internal affairs should be authorized to view body-worn camera footage when a complaint is filed, a large margin of respondents, 47% disagreed and 39% strongly disagreed while only 15% agreed or strongly agreed. Respondents were asked if they believed that supervisors should have the authorization to view any officers' body-worn camera video at any time and 12% strongly agreed, 32% agreed while 30% disagreed and 26% strongly disagreed. Respondents were asked if they believe that officers within their probationary period should be subject to random video viewing for training purposes (probationary periods are the first 18 months of employment). Officers responded with 21% strongly agreeing and 58% agreeing which is a strong margin in favor. 14% disagreed and 7% strongly disagreed.

Figure 22 Probationary Officers Video being Viewed for Training Purposes



The final section of the survey asks respondents for their perception on viewing their own video after a critical incident or complaint. An officer should be able to view their own body-worn

camera video prior to providing testimony or a sworn statement related to a departmental complaint. This statement was had an extreme response with 76% strongly agreeing and another 22% agreeing. This was almost unanimous. Continuing on in the complaint line of questioning, an officer should be able to view other officer's body-worn camera video prior to providing testimony or a sworn statement related to a departmental complaint. Again, we see a strong response in favor with 57% strongly agreeing and 25% agreeing. There were 18% of the respondents that felt against this. Respondents were then asked if officers involved in a critical incident should be able to review their own body-worn camera video before providing a sworn statement and in continuing on with the highly positive response, 73% and 24% strongly agreed and agreed respectively. Officers involved in a critical incident should be able to review other officer's body-worn camera video that were also present at that critical incident before providing a sworn statement. Similar results also appeared with 60% strongly agreeing and 22% agreeing, 16% disagreed and only 2% strongly disagreed. This section shows that officers most definitely want the ability to review videos surrounding complaints made against them or when involved in a critical incident.

Inferential Statistics

The previous section provided us with a good sense of the perceptions of BPD and RPD police officers of body worn cameras. This section looks for statistical significance.

Statistically significant findings

When the research numbers were examined running a chi-square analysis, this researcher found 17 statistically significant findings. This analysis focuses on 10 questions (see below). Some of the findings have cells with less than 5 responses (which when using chi square analysis is considered unreliable).

Q 16-1 Officers using body-worn cameras will be more likely to follow department procedures when they encounter members of the public.

Table 6 Officers More Likely to Follow Department Procedures

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q16_1	Strongly Agree	Count	30	12	42
		% within Q16_1	71.4%	28.6%	100.0%
		% within Dept	19.9%	11.4%	16.4%
		% of Total	11.7%	4.7%	16.4%
	Agree	Count	99	63	162
		% within Q16_1	61.1%	38.9%	100.0%
		% within Dept	65.6%	60.0%	63.3%
		% of Total	38.7%	24.6%	63.3%
	Disagree	Count	20	28	48
		% within Q16_1	41.7%	58.3%	100.0%
		% within Dept	13.2%	26.7%	18.8%
		% of Total	7.8%	10.9%	18.8%
	Strongly Disagree	Count	2	2	4
		% within Q16_1	50.0%	50.0%	100.0%
		% within Dept	1.3%	1.9%	1.6%
		% of Total	0.8%	0.8%	1.6%
Total		Count	151	105	256

	% within Q16_1	59.0%	41.0%	100.0%
	% within Dept	100.0%	100.0%	100.0%
	% of Total	59.0%	41.0%	100.0%

Chi-Square Tests

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	9.075[a]	3	.028
Likelihood Ratio	9.066	3	.028
Linear-by-Linear Association	7.954	1	.005
N of Valid Cases	256		

. 2 cells (25.0%) have expected count less than 5. The minimum expected count is 1.64.

χ^2=9.075; 3df; probability <.028

With regard to question 16-1, the χ^2 test showed a statistical significant finding with a probability <.028. This indicates that there is a statistically significant difference between attitudes of Buffalo Police and Rochester Police officers in regards to officers following department procedure more strictly when wearing a body camera.

Of the 42 officers that responded to with strongly agreed (SA), 30 (71.4%) were from BPD while only 12(28.6%) were from RPD. Out of the 162 responses for Agreed (A), 99 (61.1%) were from BPD and 63 (38.9%) were from RPD. More percentage of officers from BPD SA and A that department procedure would be followed more with those officers wearing body worn cameras.

Q 17-3 Body-worn cameras will improve police-community relationships

Table 7 BWC to Police-Community Relations

Table 8 BWC Deter Witnesses From Speaking With Police

Crosstab

			Dept		Total
			Buffalo	Rochester	
Q17_3	Strongly Agree	Count	7	1	8
		% within Q17_3	87.5%	12.5%	100.0%
		% within Dept	4.6%	1.0%	3.1%
		% of Total	2.7%	0.4%	3.1%
	Agree	Count	47	20	67
		% within Q17_3	70.1%	29.9%	100.0%
		% within Dept	31.1%	19.2%	26.3%
		% of Total	18.4%	7.8%	26.3%
	Disagree	Count	74	65	139
		% within Q17_3	53.2%	46.8%	100.0%
		% within Dept	49.0%	62.5%	54.5%
		% of Total	29.0%	25.5%	54.5%
	Strongly Disagree	Count	23	18	41
		% within Q17_3	56.1%	43.9%	100.0%
		% within Dept	15.2%	17.3%	16.1%
		% of Total	9.0%	7.1%	16.1%
Total		Count	151	104	255
		% within Q17_3	59.2%	40.8%	100.0%

	% within Dept	100.0%	100.0%	100.0%
	% of Total	59.2%	40.8%	100.0%

Chi-Square Tests

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	8.189[a]	3	.042
Likelihood Ratio	8.740	3	.033
Linear-by-Linear Association	5.342	1	.021
N of Valid Cases	255		

2 cells (25.0%) have expected count less than 5. The minimum expected count is 3.26.

χ^2=8.189;3df;P=<.042

In regards to question 17-3, the χ^2 test showed a statistically significant finding with a probability <.042. This indicates that there is a statistically significant difference between attitudes of Buffalo Police and Rochester Police officers and whether officers believe that body worn cameras will improve police-community relations.

For example, out of 8 officers that responded with SA, 7 were officers in the BPD or 87.5% and 1 officer was from the RPD or 12.5%.

Out of the 67 officers that responded with A, 47 were from BPD (70.1%) and 20 were from RPD (29.9%). This means that more Buffalo officers SA or A percentage wise than RPD officers so they agreed stronger than RPD.

17-4 Using body-worn cameras will deter witnesses from speaking with officers

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q17_4	Strongly Agree	Count	26	32	58
		% within Q17_4	44.8%	55.2%	100.0%
		% within Dept	17.4%	30.5%	22.8%
		% of Total	10.2%	12.6%	22.8%
	Agree	Count	77	58	135
		% within Q17_4	57.0%	43.0%	100.0%
		% within Dept	51.7%	55.2%	53.1%
		% of Total	30.3%	22.8%	53.1%
	Disagree	Count	43	15	58
		% within Q17_4	74.1%	25.9%	100.0%
		% within Dept	28.9%	14.3%	22.8%
		% of Total	16.9%	5.9%	22.8%
	Strongly Disagree	Count	3	0	3
		% within Q17_4	100.0%	0.0%	100.0%
		% within Dept	2.0%	0.0%	1.2%
		% of Total	1.2%	0.0%	1.2%
Total		Count	149	105	254
		% within Q17_4	58.7%	41.3%	100.0%
		% within Dept	100.0%	100.0%	100.0%
		% of Total	58.7%	41.3%	100.0%

Chi-Square Tests

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	12.567[a]	3	.006
Likelihood Ratio	13.901	3	.003
Linear-by-Linear Association	12.191	1	.000
N of Valid Cases	254		

2 cells (25.0%) have expected count less than 5. The minimum expected count is 1.24.

χ^2=12.567; 3df; Probability=<.006

In regards to question 17-4, the χ^2 test showed a statistical significant finding with a probability <.006. This indicates that there is a statistically significant difference between attitudes of Buffalo Police and Rochester Police officers in regards whether witnesses would be deterred from speaking with officers who are wearing body worn cameras.

More Buffalo officers disagree that witnesses would be deterred from speaking with officers who are wearing body worn cameras. Out of the 58 Disagree responses, 43 (74.1%) were from BPD and 15 (25.9%) were from RPD. Out of the 3 responses for strongly disagree, all 3 (100%) were from BPD.

Q. 17-6 in general, citizens will feel that the cameras are an invasion of their privacy

Table 9 BWC an Invasion of Privacy

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q17_6	Strongly Agree	Count	20	13	33
		% within Q17_6	60.6%	39.4%	100.0%
		% within Dept	13.3%	12.5%	13.0%
		% of Total	7.9%	5.1%	13.0%
	Agree	Count	68	66	134
		% within Q17_6	50.7%	49.3%	100.0%
		% within Dept	45.3%	63.5%	52.8%
		% of Total	26.8%	26.0%	52.8%

	Disagree	Count	57	23	80
		% within Q17_6	71.3%	28.7%	100.0%
		% within Dept	38.0%	22.1%	31.5%
		% of Total	22.4%	9.1%	31.5%
	Strongly Disagree	Count	5	2	7
		% within Q17_6	71.4%	28.6%	100.0%
		% within Dept	3.3%	1.9%	2.8%
		% of Total	2.0%	0.8%	2.8%
Total		Count	150	104	254
		% within Q17_6	59.1%	40.9%	100.0%
		% within Dept	100.0%	100.0%	100.0%
		% of Total	59.1%	40.9%	100.0%

Chi-Square Tests

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	9.222[a]	3	.026
Likelihood Ratio	9.397	3	.024
Linear-by-Linear Association	3.928	1	.047
N of Valid Cases	254		

2 cells (25.0%) have expected count less than 5. The minimum expected count is 2.87.

χ^2=9.222; 3df; probability <.026

In regards to question 17-6, the χ^2 test showed a statistical significant finding with a probability <.026. This indicates that there is a statistically significant difference between attitudes of Buffalo Police and Rochester Police officers who believe that citizens would feel that cameras would be an invasion of their privacy. This example is shown by the responses indicated. Out of the 33 officers that strongly agreed with this statement, 20 (60.6%) were from BPD and 13 (39.4%) were from RPD. There were also 7 responses strongly disagreeing with this statement with 5 (71.4%) from BPD and 2 (28.6%) from BPD. This tells us that some BPD officers strongly agreed at a higher rate than RPD officers as well as more BPD officers that strongly disagreed over that of the RPD officers.

Q. 18-2 how concerned you are with recording the interactions you have with Victims of Sexual Assault

Table 10 Officers Concern With Filming Victims of Sexual Assault

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q18_2	Not at All Concerned	Count	63	11	74
		% within Q18_2	85.1%	14.9%	100.0%
		% within Dept	42.0%	10.5%	29.0%
		% of Total	24.7%	4.3%	29.0%
	Somewhat Concerned	Count	38	22	60
		% within Q18_2	63.3%	36.7%	100.0%
		% within Dept	25.3%	21.0%	23.5%

		% of Total	14.9%	8.6%	23.5%
	Very Concerned	Count	49	72	121
		% within Q18_2	40.5%	59.5%	100.0%
		% within Dept	32.7%	68.6%	47.5%
		% of Total	19.2%	28.2%	47.5%
Total		Count	150	105	255
		% within Q18_2	58.8%	41.2%	100.0%
		% within Dept	100.0%	100.0%	100.0%
		% of Total	58.8%	41.2%	100.0%

Chi-Square Tests

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	38.435[a]	2	.000
Likelihood Ratio	41.107	2	.000
Linear-by-Linear Association	38.279	1	.000
N of Valid Cases	255		

χ^2=38.435; 2df; probability <.000

In regards to question 18-2, the χ^2 test showed a statistical significant finding with a probability <.000. This indicates that there is a statistically significant difference between attitudes of Buffalo Police and Rochester Police officers in regards to officers showing concern for filming certain vulnerable victims.

In this example above, sexual assault victims being filmed were shown to have a significant difference in Buffalo and Rochester. Out of 74 responses for not showing any

concern for filming sexual assault victims at all, 63 (85.1%) were from BPD and 11 (14.9%) were from RPD. Out of the 60 responses of those that were somewhat concerned, 38 (63.3%) were from Buffalo and 22 (36.7%) were from RPD. Finally, there were 121 responses with officers being very concerned with filming sexual assault victims and 72 (59.5%) of BPD officers were very concerned while 49 (40.5%) of RPD officers were very concerned.

Q. 18-3 how concerned you are with recording the interactions you have with child victims

Table 11 Officers Concern With Filming Child Victims

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q18_3	Not at All Concerned	Count	66	14	80
		% within Q18_3	82.5%	17.5%	100.0%
		% within Dept	44.0%	13.3%	31.4%
		% of Total	25.9%	5.5%	31.4%
	Somewhat Concerned	Count	33	31	64
		% within Q18_3	51.6%	48.4%	100.0%
		% within Dept	22.0%	29.5%	25.1%
		% of Total	12.9%	12.2%	25.1%
	Very Concerned	Count	51	60	111
		% within Q18_3	45.9%	54.1%	100.0%

	% within Dept	34.0%	57.1%	43.5%
	% of Total	20.0%	23.5%	43.5%
Total	Count	150	105	255
	% within Q18_3	58.8%	41.2%	100.0%
	% within Dept	100.0%	100.0%	100.0%
	% of Total	58.8%	41.2%	100.0%

Chi-Square Tests

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	27.508[a]	2	.000
Likelihood Ratio	29.517	2	.000
Linear-by-Linear Association	24.261	1	.000
N of Valid Cases	255		

χ^2=27.508; 2df; probability <.000

In regards to question 18-3, the χ^2 test showed a statistical significant finding with a probability <.000. This indicates that there is a statistically significant difference between attitudes of Buffalo Police and Rochester Police officers in regards to officers showing concern for filming certain vulnerable victims.

In this example, child victims being filmed were shown to have a significant difference in Buffalo and Rochester. Out of 80 responses for not showing any concern for filming child victims at all, 66 (82.5%) were from BPD and 14 (17.5%) were from RPD. Officers in BPD showed a higher percentage of not being concerned with filming child victims were as RPD officers were concerned.

Q. 23-1 an officer should be able to view their own body-worn camera video prior to providing testimony or a sworn statement related to a departmental complaint.

Table 12 Officers Viewing Their Own Videos in Departmental Complaints

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q23_1	Strongly Agree	Count	104	90	194
		% within Q23_1	53.6%	46.4%	100.0%
		% within Dept	68.9%	85.7%	75.8%
		% of Total	40.6%	35.2%	75.8%
	Agree	Count	41	15	56
		% within Q23_1	73.2%	26.8%	100.0%
		% within Dept	27.2%	14.3%	21.9%
		% of Total	16.0%	5.9%	21.9%
	Disagree	Count	5	0	5
		% within Q23_1	100.0%	0.0%	100.0%
		% within Dept	3.3%	0.0%	2.0%
		% of Total	2.0%	0.0%	2.0%
	Strongly Disagree	Count	1	0	1
		% within Q23_1	100.0%	0.0%	100.0%
		% within Dept	0.7%	0.0%	0.4%
		% of Total	0.4%	0.0%	0.4%
Total		Count	151	105	256

	% within Q23_1	59.0%	41.0%	100.0%
	% within Dept	100.0%	100.0%	100.0%
	% of Total	59.0%	41.0%	100.0%

Chi-Square Tests

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	11.177[a]	3	.011
Likelihood Ratio	13.566	3	.004
Linear-by-Linear Association	10.969	1	.001
N of Valid Cases	256		

4 cells (50.0%) have expected count less than 5. The minimum expected count is .41

χ^2=38.435; 2df; probability <.000

In regards to question 23.1, the χ^2 test showed a statistical significant finding with a probability <.011. This indicates that there is a statistically significant difference between attitudes of Buffalo Police and Rochester Police officers in regards to officers being able to view their own body camera video prior to providing testimony or a sworn statement in a departmental complaint.

In this example, out of the 56 officers who responded that they agreed, 41 (73.2%) were from BPD and 15 (26.8%) were from RDP. There were 5 officers who disagreed and 1 officer who disagreed, each from BPD with no officers disagreeing in RPD.

In this example, 100% of the officers in the RPD believe that they should be able to view their own camera video prior to providing testimony or a statement in a departmental complaint.

There was a statistically significant finding in that there were BPD officers that felt that they should not be able to view their own video with no RPD officers feeling the same way.

Q. 23-2 an officer should be able to view other officer's body-worn camera video prior to providing testimony or a sworn statement related to a departmental complaint.

Table 13 Officers Viewing Their Own Video Departmental Complaints

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q23_2	Strongly Agree	Count	70	76	146
		% within Q23_2	47.9%	52.1%	100.0%
		% within Dept	46.4%	72.4%	57.0%
		% of Total	27.3%	29.7%	57.0%
	Agree	Count	47	16	63
		% within Q23_2	74.6%	25.4%	100.0%
		% within Dept	31.1%	15.2%	24.6%
		% of Total	18.4%	6.3%	24.6%
	Disagree	Count	26	11	37
		% within Q23_2	70.3%	29.7%	100.0%
		% within Dept	17.2%	10.5%	14.5%
		% of Total	10.2%	4.3%	14.5%
	Strongly Disagree	Count	8	2	10
		% within Q23_2	80.0%	20.0%	100.0%

	% within Dept	5.3%	1.9%	3.9%
	% of Total	3.1%	0.8%	3.9%
Total	Count	151	105	256
	% within Q23_2	59.0%	41.0%	100.0%
	% within Dept	100.0%	100.0%	100.0%
	% of Total	59.0%	41.0%	100.0%

Chi-Square Tests

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	17.480[a]	3	.001
Likelihood Ratio	17.989	3	.000
Linear-by-Linear Association	12.864	1	.000
N of Valid Cases	256		

1 cell (12.5%) has expected count less than 5. The minimum expected count is 4.10.

χ^2=17.480; 3df; probability <.001

In regards to question 23.2, the χ^2 test showed a statistically significant finding with a probability <.001. This indicates that there is a statistically significant difference between attitudes of Buffalo Police and Rochester Police officers in regards to officers being able to view another officer's body camera video prior to providing testimony or a sworn statement in a departmental complaint.

In this example, out of the 63 officers who responded that they agreed, 47 (74.6%) were from BPD and 16 (25.4%) were from RDP. There were 37 officers who disagreed with 26 (70.3%)

BPD and 11 (29.7%) RPD. Finally there were a total of 10 officers who strongly disagreed with 8 (80%) from BPD and 2 (20%) from the RPD officer who strongly disagreed.

Q. 23-3 Officers involved in a critical incident should be able to review their own body-worn camera video before providing a sworn statement

Table 14 Officers Viewing Their Own Video in Critical Incident

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q23_3	Strongly Agree	Count	96	90	186
		% within Q23_3	51.6%	48.4%	100.0%
		% within Dept	63.6%	85.7%	72.7%
		% of Total	37.5%	35.2%	72.7%
	Agree	Count	50	12	62
		% within Q23_3	80.6%	19.4%	100.0%
		% within Dept	33.1%	11.4%	24.2%
		% of Total	19.5%	4.7%	24.2%
	Disagree	Count	4	2	6
		% within Q23_3	66.7%	33.3%	100.0%
		% within Dept	2.6%	1.9%	2.3%
		% of Total	1.6%	0.8%	2.3%
	Strongly Disagree	Count	1	1	2
		% within Q23_3	50.0%	50.0%	100.0%

	% within Dept	0.7%	1.0%	0.8%
	% of Total	0.4%	0.4%	0.8%
Total	Count	151	105	256
	% within Q23_3	59.0%	41.0%	100.0%
	% within Dept	100.0%	100.0%	100.0%
	% of Total	59.0%	41.0%	100.0%

Chi-Square Tests

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	16.415[a]	3	.001
Likelihood Ratio	17.588	3	.001
Linear-by-Linear Association	9.943	1	.002
N of Valid Cases	256		

4 cells (50.0%) have expected count less than 5. The minimum expected count is .82.

χ^2=16.415; 3df; probability <.001

In regards to question 23.3, the χ^2 test showed a statistical significant finding with a probability <.001. This indicates that there is a statistically significant difference between attitudes of Buffalo Police and Rochester Police officers in regards to officers being able to view their own body camera video prior to providing testimony or a sworn statement when they were involved in a critical incident.

In this example, out of the 62 officers who responded that they agreed, 50 (80.6%) were from BPD and 12 (19.4%) were from RDP. There were a total of 6 officers who disagreed with

this statement with 4 (66.7%) from BPD and 2 (33.3%) from RPD. Officers from BPD agreed and disagreed at a higher percentage than officers from RPD as to whether they should be able to view their own video prior to providing testimony or give a sworn statement after being involved in a critical incident.

Q. 23-4 Officers involved in a critical incident should be able to review other officer's body-worn camera video that were also present at that critical incident before providing a sworn statement

Table 15 Officers Viewing Own Video in a Critical Incident

Crosstab

			Dept		
			Buffalo	Rochester	Total
Q23_4	Strongly Agree	Count	77	76	153
		% within Q23_4	50.3%	49.7%	100.0%
		% within Dept	51.0%	72.4%	59.8%
		% of Total	30.1%	29.7%	59.8%
	Agree	Count	46	10	56
		% within Q23_4	82.1%	17.9%	100.0%
		% within Dept	30.5%	9.5%	21.9%
		% of Total	18.0%	3.9%	21.9%
	Disagree	Count	24	17	41
		% within Q23_4	58.5%	41.5%	100.0%
		% within Dept	15.9%	16.2%	16.0%

		% of Total	9.4%	6.6%	16.0%
	Strongly Disagree	Count	4	2	6
		% within Q23_4	66.7%	33.3%	100.0%
		% within Dept	2.6%	1.9%	2.3%
		% of Total	1.6%	0.8%	2.3%
Total		Count	151	105	256
		% within Q23_4	59.0%	41.0%	100.0%
		% within Dept	100.0%	100.0%	100.0%
		% of Total	59.0%	41.0%	100.0%

Chi-Square Tests

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	17.304[a]	3	.001
Likelihood Ratio	18.656	3	.000
Linear-by-Linear Association	4.500	1	.034
N of Valid Cases	256		

2 cells (25.0%) have expected count less than 5. The minimum expected count is 2.46.

χ^2=17.304; 3df; probability <.001

In regards to question 23.4, the χ^2 test showed a statistically significant finding with a probability <.001. This indicates that there is a statistically significant difference between attitudes of Buffalo Police and Rochester Police officers in regards to officers being able to view their other

officer's body camera video prior to providing testimony or a sworn statement after being involved in a critical incident.

In this example, out of the 56 officers who responded that they agreed, 46 (82.1%) were from BPD and 10 (17.9%) were from RDP. There were 6 officers who strongly disagreed with 4 (66.7) from BPD and 2 (33.7%) from RPD. Officers in the BPD strongly agree at a higher percentage than officers in the RPD that they should be able to view other officer's body camera video that were present during a critical incident that the officer was involved in prior to providing a sworn statement or give testimony.

Chapter IV: Discussion

For the purposes of this section, this researcher combined strongly agreed and agreed into agreed and disagreed and strongly disagreed into disagreed. This was done to compare responses with the LAPD results which were also combined as described above.

Police Work in General

This section of questions was designed to obtain officers thoughts and perceptions as to what a patrol officers duties and responsibilities are. Officers in both the BPD and RPD believe that enforcing the laws are their most important function as patrol officers (88% agree) and also feel that assisting citizens is just as important (97%). When compared to LAPD, a very similar response was shown with officers agreeing or strongly agreeing (92% and 99% respectively). About two-thirds of officers in both agencies combined do not have reason to distrust the public. Officers in the LAPD are also mostly trusting of the public that they patrol which is very similar to BPD and RPD. These statistics are a little surprising given today's climate with the sudden spike in police officers getting shot and killed at an alarming rate, up 68% in 2016 from 2015 according to the officer down memorial page (https://www.odmp.org), and communities coming out protesting against what they feel are police abuses against the minority public including stop and frisk.

Officers also believe that it is their duty to be active in the communities that they patrol by going after minor crimes, including traffic stops and patrolling public parks to ensure they are safe for the community. The results, when compared to the LAPD, show that their beliefs about patrolling are similar. This was an important finding to see that patrol tactics and beliefs on each side of the country are similar and given that two midsized cities versus a large city. The LAPD is a west coast modern type large city with 3 million people and 10,000 officers. The two areas

surveyed Los Angeles, the Newton and Mission districts, are of significant size similar to Buffalo and Rochester. The Newton district has 150,000 residents and the Mission district has 225,000 residents. Buffalo and Rochester are east coast rust belt blue collar cities. The fact that perceptions of police officers are very similar was found to be an interesting fact by this researcher.

How Citizens Would React

In this section, respondents were asked to answer in the following ways, none, few, some and all. For the purposes of this section, answers of none and few were all combined into few and some and all were combined into some.

Officers were asked how they feel citizens would react in certain situations described below. When asked if citizens would call the police if they saw something suspicious, the results showed that officers in Buffalo, Rochester and LA all believed that some or all would call the police (71% BPD, 64% RPD and 65% LAPD). This research found that less than half of the officers surveyed believed that some or all citizens would provide information to police if they knew something and were asked by the police (39% BPD, 40% RPD and 47% LAPD). Officers do believe that citizens would be afraid to cooperate with the police for fear of what other citizens would do to them. This falls in line with the "stop snitching" attitudes seen in high crime communities where the belief is that you don't talk to the police. This doesn't change whether you're in Buffalo, Rochester or Los Angeles.

Getting citizens to work with the police is an extremely important and necessary function to improve community police relations and solve crimes. Buffalo and Rochester officers answered similarly with approximately 43% believing that some or all citizens would be willing to work with the police to solve neighborhood crimes while 50% of officers in the LAPD believe the same. Buffalo and Rochester officers have worked very hard to build strong relationships

with community organizations and clergy groups to help maintain positive relationships in an effort to help prevent and solve crimes. In Buffalo, we have worked with a group called The Peace Makers who are a group of community volunteers who come from and live in the same neighborhoods that have the highest levels of violent crime. They respond to shooting scenes, large scale events/ festivals that may attract gangs and anywhere we or they feel they are needed. The Peace Makers are very helpful in preventing issues before they start because they have intimate knowledge of troublemakers and gangs.

Implementation of Body Worn Cameras in your Department

This section asked direct questions with a "yes" or "no" response requested. Over 65% of officers in Buffalo believe that body cameras would be easy to use while less a third of the Rochester officers think they will be easy to use. Results from the LAPD showed that on average, less than half of the officers thought they would be easy to use; this contrasts with the 60% of Phoenix officers (PPD) who thought they were easy to use.

A concern that has been brought up with citizens is whether body cameras would be an invasion of privacy. This survey looks to see if officers believed that the body cameras would invade the officers' privacy. BPD officers don't feel that cameras would be an invasion of their privacy with almost 35% answering yes while 56% of RPD officers believe that the cameras would be an invasion of their privacy. A little more than half of the LAPD officers do feel that cameras would be an invasion of their privacy as well.

Video footage from body worn cameras serves several functions, one of them being that they will provide for better evidence in court and will help secure convictions. The results here show this argument for body cameras is in line with officer's perceptions, with almost 80% of officers from both BPD and RPD agreeing (but only 63% of LAPD officers agreeing). Even though officers believe that body cameras would help secure convictions, more than half of the

officers in Rochester and the LAPD think those same cameras would be a distraction from their daily duties; however, just under half of the Buffalo officers believed the cameras to be a distraction. Officers from all three agencies agree that citizens should not be able to view footage from the body cameras, but in this researcher's interpretation of FOI laws, citizens would be allowed to obtain video footage except in cases that are ongoing investigations.

Familiarity, Ease of Use and Comfort

This section looks at officers' perceptions about wearing and using body cameras. Just over half of the officers in the BPD, RPD and PPD think that cameras would be comfortable to wear (53% BPD/ RPD and 58% PPD) while less than a quarter of LAPD officers think they will be comfortable to wear (17%). An interesting finding here is that the PPD officers are wearing the body cameras and BPD/ RPD officers who are not wearing cameras had very similar responses to the PPD. Less than half of the officers in BPD, RPD and LAPD believe that downloading footage from body worn cameras would be easy while the department that is actually using the cameras, PPD, had a much lower response to this question with only about 23% saying it was a simple process. Similarly, retrieving video footage from the cameras, less than half of the officers in the BPD and LAPD think the process would be easy and a quarter of RPD and PPD think the process will be easy. The findings suggest that Rochester police officers, who are not yet using body cameras, have a similar attitude regarding the retrieval of footage as officers in Phoenix, who are already using the technology.

Using the Footage

With all of the video that is produced with the cameras, is that video acquired from the cameras beneficial to the officer in terms of paperwork and evidence preparation. What was found here is that officers in BPD, RPD and LAPD all agree that the video from the cameras would not reduce

the time spent completing paperwork. In fact, they believe it would actually increase the time and amount of paperwork necessary. This is another area where all three agencies mentioned closely match in their perceptions.

Over 75% of officers surveyed in BPD, RPD and LAPD agree that they will have a better account of what transpired in a particular situation with the ability to review body camera video. The results show that having the ability to review the video is very helpful and will improve the quality of evidence necessary for court. Again, approximately three quarters of officers surveyed in the BPD, RPD and LAPD were all very similar in their responses.

This next set of questions asks respondents how they feel their fellow officers would react to wearing body worn cameras and citizens would react to officers wearing body worn cameras. Each set of questions are divided up into two different sections.

Police Officers Behavior

This section deals with the respondents perceptions on how their fellow officers will react to situations and what they would or wouldn't do. Officers believe that their fellow officers would follow department procedures more closely when dealing with members of the public which is very similar to how the LAPD responded (86% BPD, 71% RPD and 78% LAPD all agreed with the above statement).

In going along with officers being more apt to following department procedures when dealing with the public, would officers be less likely to conduct traffic stops and make arrests while wearing a body camera? Just over half of the BPD and RPD respondents agreed that their fellow officers would make less stops and arrests however, about three quarters of LAPD officers believed that their fellow officers would do less police work. Sixty-three percent of Phoenix officers, at the beginning of the survey, agreed that they would have fewer contacts with citizens. The percentage of those that agreed dropped to about 37% at the end of the

administration of the surveys. This writer can only surmise that the officers in the PPD became much more comfortable with the cameras throughout the use fo them and went back to doing their job as they did before camera implementation.

This falls into line with the next question regarding officer's use of discretion. Officer discretion is a very powerful tool as officers have the ability while out on the street to decide if they want to issue a ticket or let a person off with a warning. While some may not agree with an officer having the ability to make that decision road side, if officers were mandated to issue tickets or make arrests for every violation of the law, it would possibly do more harm to police-community relations.

Police discretion has been addressed in the police academy and by academics alike. Discretion leads back to the term "street level bureaucrats" as described by James Q. Wilson. The lowest level of employees, the police officer, exercises the greatest level of discretion. "Discretion increases as one moves down the organizational hierarchy"(Wilson, 1978). There are several forms of positive discretion which involve the use of good judgement, efficient use of police resources, individualized justice which allows officers the ability to write a ticket or not and sound public policy. Police officers who use sound public policy can justify not making an arrest because doing so would further complicate the situation and serve no legitimate purpose.

Respondents were asked if they felt their fellow officers would feel like they had less discretion and respondents believed that to be the case. Approximately 85% of officers in BPD, RPD and LAPD all agreed that their fellow officers would believe that they had less discretion and this seems to be in part that if they let someone off with a break, they would be subject to department sanctions. About three quarters of officers in BPD and RPD and a little over half of LAPD

officers also believe that their fellow officers' decision to use force would be affected by body cameras (77% BPD, 74% RPD and 64% LAPD agreed).

Figure 23 Officers Making Stops and Arrests

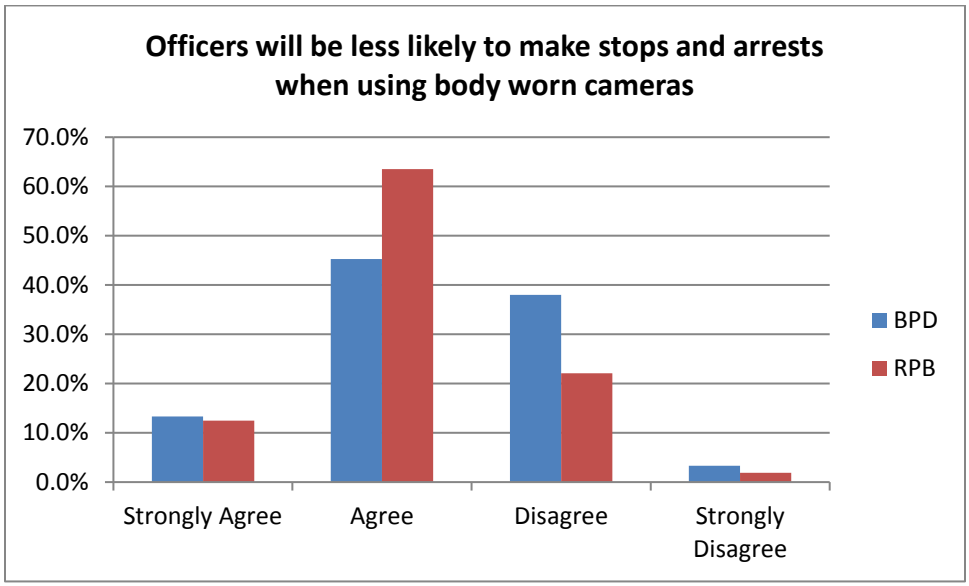
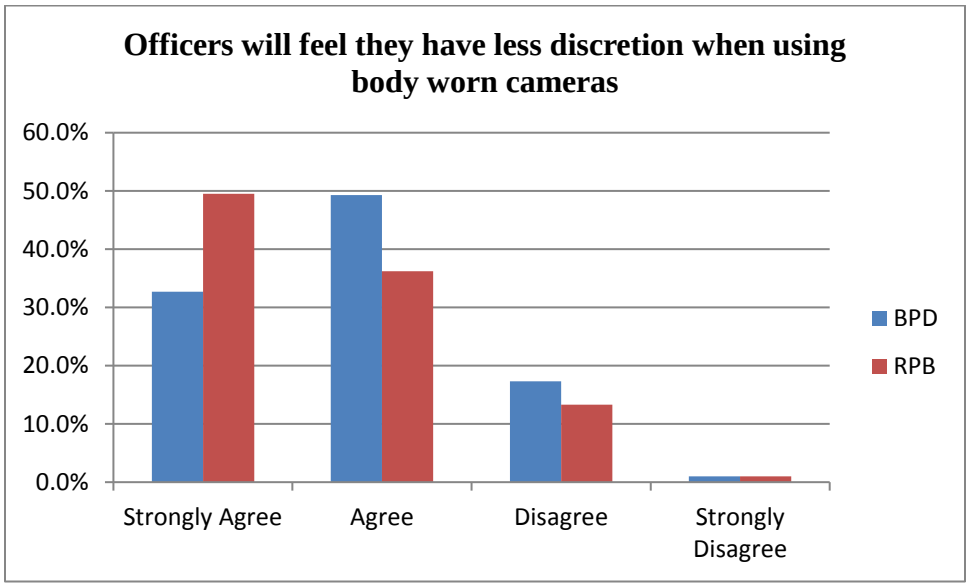


Figure 24 Officers Discretion Wearing BWC



Citizens' Reactions

This section looks into how officers believe that citizens would react in certain situations when dealing with an officer who is wearing a body camera. Officers do not believe that citizens

would be more respectful when dealing with an officer with a body camera (72% BPD, 78% RPD, 71% LAPD and 71% PPD disagreed or strongly disagreed) and similarly, over three quarters of officers in the BPD, LAPD and PPD and over 85% of RPD officers also don't believe that citizens would be more cooperative. When asked if body cameras would improve police-community relations, about 65% of BPD and LAPD officers disagreed with this assertion while almost 70% of PPD officers and 80% of RPD officers disagreed. There are people that feel that the BWC's will be an invasion of their privacy as they don't want their business being filmed.

A concern that has been discussed is whether officers wearing a body camera would deter witnesses from talking to police officers on the street. There are often times when witnesses will approach an officer and talk to them quickly to provide information even though they may not want to get officially involved. If an officer were wearing a body camera, would this deter those possible witnesses from approaching officers? About 70% of BPD officers, 85% of RPD officer and 80% of LAPD officers all believed that witnesses would be deterred form talking with officers.

Officers with varying results by agency, still believe that citizens will continue to file complaints against officers even though the citizen knows the officer is wearing a body camera and that would have captured the interaction. While about 63% of Buffalo officers still think citizens would file complaints, a lower 55% of Rochester officers and almost 62% of LAPD officers agree complaints will still be filed. About 80% of officers in Phoenix, who were using cameras during this study, believed that citizens would file complaints in the early stages of their study and at the end, that number increased to about 91%. This is contradictory to a Rialto, CA study where citizen complaints were reduced when officers wore body cameras compared to the prior

year when officers did not wear body cameras. The BPD/ RPD and LAPD results are officers' beliefs while the Rialto, CA results are based on "actual" complaints.

When officers were asked if they believed that officers use of body cameras would be an invasion of the citizen's privacy, officers agreed that they believed that citizens would feel that their privacy was being invaded. About three quarters of RPD and LAPD officers perceived the cameras to be an invasion of citizen's privacy while only a little over half of BPD officers agreed.

The topics above were also the discussed in depth at the Police Executive Research Forum conference in 2014 where they talked about community relations and the effects of body worn cameras would have on them. Some executives fear that people will be less likely to come forward knowing that they are on camera, particularly in high crime neighborhoods where they fear retaliation. Some executives have seen a negative impact on their intelligence gathering because of stringent policies where officers don't have discretion to turn the recording off. Oakland, CA police are looking at their policy which currently requires officers to record the entire detainment of a person to a more discretionary policy. Under a discretionary policy, if a person were to start cooperating with police by providing information, the officer would be able to stop the recording. Changing the policy is something that is being looked at. The PPD has also seen a reduction in cooperation while persons are being recorded according to the PERF study FORUM

The Rialto study actually showed the opposite where they have not seen any negative impact on communications between the community and police and have not seen any pushback from the community because of the recordings. Rialto also observed a significant higher number of citizen encounters, 3,178 more than the previous year when officers wore body cameras than

the year prior when they did not wear body cameras. Executives have seen improved police community relations with body cameras because the police and citizens act a little better when they are on camera which was shown in the Rialto study, a post camera implementation study. This is contrary to the beliefs shown in this researcher's study where officers from BPD, RPD and LAPD all perceive that the police-community relations would not improve (Forum, 2014).

Video Recording of Vulnerable Persons

We now look at vulnerable citizens and their encounters with officers equipped with body cameras. Officers were asked if they had concerns with filming certain vulnerable citizens including: the homeless, sexual assault victims, child victims, demonstrators, inside private residents, minors, severe traffic accidents/ fatal accidents, mentally or physically challenged persons, domestic violence situations and when a citizen requests that the officer turn the camera off.

Over 80% of Rochester and LAPD officers were somewhat or very concerned with recording victims of sexual assault and child victims while just over half of Buffalo officers were somewhat or very concerned. With regards to all other mentioned citizens and situations, there were no strong concerns as there were with the above mentioned ones.

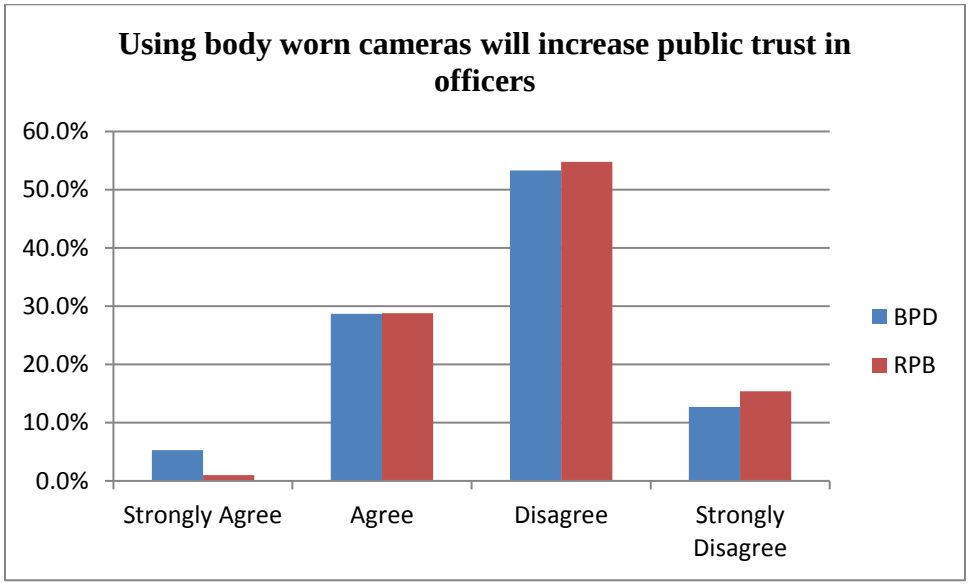
The question of recording people in their private residences is something that is worth discussing. Buffalo officers were not concerned at all (63%) with recording in a private residence while just under half of Rochester officers were not concerned at all. About 39% of LAPD officers were not concerned with recording people in their private residences. These results are very different between all three agencies. According to the Police Executive Research Forum (PERF) study on implementing a BWC program, several police chiefs discussed this very issue. Many law enforcement agencies have taken the position that officers have the right to record inside a private home as long as they have a legal right to be there. According to this

approach, if an officer enters a home in response to a call for service, pursuant to a valid search warrant, or with consent of the resident, officers can record what occurs inside. The concern is that when a neighbor or someone else files a freedom of information request, the video of the inside of the home would then be available to whoever requests that video. It is important, according to PERF, that agencies adopt very strict guidelines as to when an officer can turn off a camera recording and properly document on camera why the recording will stop. The policies also must specify what actions would require activation of the camera. (Forum), 2014)

General Perceptions

Officers surveyed in all four departments discussed, BPD, RPD, LAPD and PPD rejected the idea that the use of body cameras would be well received by their co-workers with approximately 85% responding that they disagreed or strongly disagreed. Similarly, officers rejected by a smaller margin, that the use of body worn cameras would increase public trust in officers (66% BPD, 70% RPD and 64% LAPD reject the idea). This is similar to the earlier section where officers also did not believe that body cameras would improve police-community relations. It appears by the responses to both of these questions that officers reject the idea that body cameras will improve the breakdown with police and the community that they serve.

Figure 25 BWC and Public Trust



Officers in BPD, RPD, LAPD and PPD were asked if they felt that their safety would be affected by the use of body cameras and officers generally don't feel that their safety would be at risk. Just over half of the officers in BPD and LAPD surveyed believe that the advantages of a body camera program outweigh the disadvantages. Conversely, just over half of RPD officers disagree and don't believe that the advantages outweigh the disadvantages. When the PPD results were examined for this same question, the earlier surveys showed that only 12.5% of officers believed the advantages outweighed the disadvantages but that number increased to 35.3% at the end of the study.

Individual Perceptions

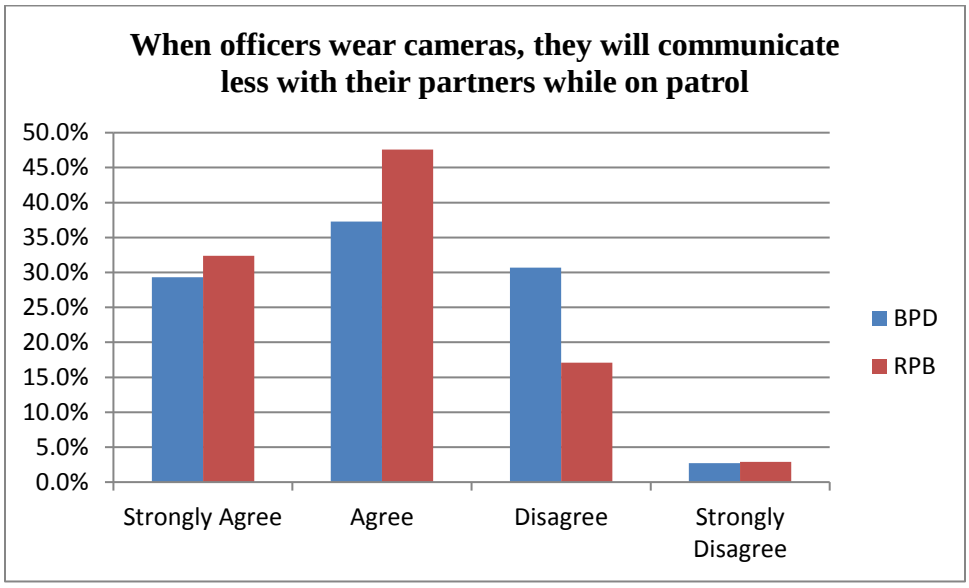
Officer's support for the body camera program varies depending on the agency. BPD officers are more supportive of the program with more than half responding with their support while officers if RPD and LAPD are less supportive of the program by just under half in favor. Officers were split on whether the cameras would cause them stress with BPD and LAPD officers disagreeing while half of the RPD officers felt that they would be stressed by the use of

cameras. All three agencies said that they would be confident using the cameras if properly trained.

General Concerns

Officers are concerned that they will face disciplinary action if they fail to turn the on the cameras when policy dictates. Over 88% of LAPD, 63% of BPD and 53% of RPD officers fear disciplinary charges for failing to turn the cameras on. Officers don't believe that body worn cameras would have a positive impact on performance evaluations. Furthermore, officers in RPD (80%), BPD (66%) and LAPD (88%) all report they would communicate with their partners who were wearing body cameras.

Figure 26 Officers Communicating With Partners



Who Should View and When

Officers believe that the only time the department should be able to view an officer's body camera footage is when a complaint is filed. When a complaint is made, officers want the front line supervisor to have the ability to view that footage before taking the formal complaint. When asked if only internal affairs should be able to watch video when a complaint is filed, officers

rejected that assertion. Officers have expressed concern that the footage from the cameras be used by supervisors to go on fishing expeditions to monitor what officers are doing. This presents some interesting results with almost 60% of Buffalo officers believing that supervisors should not be able to watch video any time they want. Rochester officers were split almost evenly in half with officers believing that supervisors should be able to watch and half believing they shouldn't be able to watch when they want. There is some debate over whether supervisors should also periodically and randomly review videos to monitor officer performance. Some agencies allow periodic monitoring to help proactively identify problems and hold officers accountable for their performance. Other agencies permit periodic monitoring only in certain circumstances, such as when an officer is still in a probationary period or after an officer has received a certain number of complaints. Some agencies prohibit random monitoring altogether because they believe doing so is unnecessary if supervisors conduct reviews when an incident occurs. Various agencies have different policies, some allow for random viewing and some do not. (Forum), 2014)

Officers were quite clear that they want the ability to view not only their camera footage but also any other officers video that was present at a situation prior to presenting any statements or sworn statements in both a departmental matter or when involved in a critical incident. This is important so that they get the full perspective of what happened during an incident so that they are better prepared to provide a truthful statement.

Part of the issue with a body worn camera program to be successful is to get the officers to buy in. There has to be some form of trust between the officers and managers so that the officers don't feel that they are being monitored in every aspect of their duties.

Should police officers having the ability and authority to review their videos prior to providing a written statement or completing a police report? The Police Executive Research Forum (PERF) is in favor of allowing officers to review the video. Executives state that they want the truth and allowing officers to view what happened will make for more accurate accounts. (Miller & Toliver, 2014)

With what this researcher has read from the PERF recommendations, a clear cut policy is extremely important so that every officer knows what is expected of them. For a policy to work, officers must be at the table and a part of the policy making body so that all views are expressed. It is important for the officer's union to be represented as well which is in line with what PERF recommends.

Chapter V: Implications, Recommendations, Limitations and Future Research

Implications

When the City or Rochester started with the body camera program process, the Mayor of Rochester set out to make body worn cameras a reality and implement the program without delay. They began the process of applying for the DOJ grant, issuing the RFP and selecting the camera to use was all done with the mindset that it will happen. As for paying for them, that was coming out of the already existing budget.

The City of Buffalo had a different approach in that they looked at all aspects from equipment and costs which include the storage and personnel. This process was done while following the Bureau of Justice National Tool Kit for a body worn camera program step by step. All of steps had been followed and presented to the Commissioner of Police who will then

present a proposal to the Mayor of Buffalo for consideration. The Mayor would have to make an informed decision based on the financial impact to the City and the tax payers he is responsible to while weighing community needs and wants. As of this writing, there are no federal or state mandates in New York State requiring municipalities to implement a body worn camera program so agencies must take a complete look at all aspects and decide for themselves.

When deciding to embark on a body worn camera program for one's police agency, the agency would have to price the cameras which can run up to $1,000 per camera depending on the brand and type purchased. Purchasing the cameras is only the beginning. The next part of a program is the video storage and this is the part that dooms many agencies. Out of the approximately 18,000 police agencies in the country, about 1/3 are using body worn cameras to some extent. Big city police departments that regularly deploy body cams are likely generating more than 10,000 hours of video a week, says Mary Fan, a law professor at the University of Washington who studies law enforcement technology. With all that data, departments are increasingly turning to private, high-volume storage businesses like VERIPATROL, a cloud-based service owned by body cam maker Vievu, and Evidence.com, a similar service owned by competitor TASER International (Sanburn, 2016).

Police agencies using cloud based services are paying a cost of approximately $100 per officer per month so an agency that deploys 500 cameras is looking at a $600,000 per year storage cost alone. That same agency that looks to purchase 500 cameras choosing the $1,000 option are also looking at $500,000 in equipment costs so the first year along would cost that agency $1.1 million. This cost doesn't cover the costs of the employees necessary for a body camera program as you would have to have sworn and civilian employees managing the program which includes technical aspects, maintaining the day to day operations and handle equipment

malfunctions and breakdowns. Employees must also handle all FOI laws requests. When a FOI laws request is granted, the video must be redacted. This can take a considerable amount of man hours.

Sydney Siegmeth, a TASER spokesperson, says that a video is uploaded to evidence.com every 1.6 seconds, equaling 2.1 petabytes (one petabyte equals a million gigabytes). For these companies, storage is becoming big business. In the third quarter of 2015, TASER saw $36.9 million in storage sales, up from just $5.9 million in the first quarter of 2014. Law enforcement cadepartment plans to pay $1.2 million for 350 cameras, with much of that total going to data storage. A 2014 Police Executive Research Forum report cited one department that reported it would cost $2 million a year for a plan that included 900 cameras—with storage again accounting for much of the bulk of the amount (Sanburn, 2016).

Recommendations

Police agencies should use the Bureau of Justice National Tool Kit (NTK) when considering a body worn camera program. The NTK lays out exactly what should be done and considered before attempting to implement a camera program in your agency. This includes bringing all interested stake holders to the table, including;

-rank and file patrol officers

-command staff

- union officials

-district attorney's personnel

-police department academy staff

1. Training.

Training is another area of that is necessary. Officers must be taught how to operate the cameras and be able to download them at the end of the shift as well as tag videos from the shift that is important. Data has suggested that officers that are better trained are more comfortable with using cameras. Police agencies will have to dedicate the time and resources to properly train officers if they plan to hold officers accountable for the use or lack of use of them. Officers in several surveys have shown a fear that they may face discipline for not turning cameras on during a critical incident. In one incident, a rookie officer in Albuquerque, NY was terminated for not activating his body worn camera while he was involved in a high profile shooting incident. His attorney stated that he was never given an order to activate the camera on all citizen encounters and he further advised that he attempted to activate the camera but it didn't start (Elinson, 2014).

President Obama included $2 million for training and $1.9 million to examine the impact of their use in his body camera grant through the DOJ. It is imperative that training be implemented within a department's policies and procedures and properly trains those offices in each area (Justice, 2015).

Training is of the utmost importance when tasking officers with wearing cameras. Survey results showed that 85% of officers were fearful of charges should they fail to activate the cameras. On the contrary, officers also must know when they are supposed to activate the cameras. Training is a very important aspect of a successful program since over 70% of officers agreed that they would be confident in the use of cameras with proper training. Officers must be fully aware of all aspects of how the cameras work, how to download the data, tag videos related to those contacts, review video when you want to write reports or prepare for a hearing or

conference with the District Attorney's office on a case and what to do when a camera breaks down.

The most important part of the training is to have a significant amount of time spent on the providing instruction on the department policy and ensuring that each department member is well versed in all aspects of the policy. This is extremely important because not following department policy could result in departmental charges against a member. This was addressed in this researcher's survey that officers were concerned about, what will happen to them if they fail to activate the camera when they are supposed to.

2. Municipalities need to consider a strong policy including a video playback policy.

First and foremost, a department must create a policy that must be followed by both the agency and the officers alike. The policy must be created looking at other departments policies and involving several stake holders at the table. When you include all the stake holders, you get to listen to everyone's concerns and implement a policy that looks to protect everyone's interests and ultimately, the department's interests. This was something that this researcher participated in while sitting on a body camera committee. As a member of this committee, there were participants from each of the areas above as prescribed by the National Took Kit.

A clear cut policy on video playback must be laid out before implementing a camera program. This policy would provide officers and command staff with a step by step guide as to what they can do and what they cannot do and when. A real concern amongst officers in the survey was having supervisors use video playback as a means to "spy on" or use as a disciplinary tool against officers during their tour.

Officers overwhelmingly felt that supervisors should not be able to randomly watch videos of the officers during their tour, however, believing that video review should be complaint driven. This means that if someone files a complaint, the supervisor then would be able to view the video during the complaint process and act accordingly. Officers also felt that for the purposes of training, officers still within their probationary period should have their video reviewed for the purposes of training.

Another important aspect from officers is that they want the ability to review their own video and that of the officers that were at an incident with them prior to providing a sworn statement in situations where there is a complaint or critical incident they were involved in. This is so that the officers can have a better recollection of the incident before documenting it.

3. Police officers think this about discretion

A part of the NTK is having the rank and file officers at the table when adopting a program. This includes picking out equipment to adopting a policy. It is important to use studies such as this officer's perception study to get a feeling on how the officers feel and talk out all points with them as opposed to ramming a policy down their throats. Getting officers to "buy in" improves the viability of the program.

4. Municipalities need to consider the costs of storage, not just the costs of the camera

The part of the program that is the biggest hurdle to overcome is the cost of storage. This is where each agency must decide if they will maintain storage locally on servers or use cloud based storage. This researcher believes that cloud based storage will ultimately help reduce costs as companies like Taser also provide redaction tools that make it easy for the agency to provide video for a FOI law request. You also don't have to deal with computer issues that may arise with server failures. One recommendation that this researcher would suggest and is not one that

has been mentioned in any studies is attempting to get County governments on board with sharing some of the cost of a body camera program. This researcher suggests this in part because officer's perceptions show that video produces better evidence for court which will lead to more convictions. For the District Attorney's office to be able to obtain more convictions before trial allows for less man hours spent on a case and the ability to process more cases in less time. This leads to savings in their budget. This researcher understands that it would be a heavy lift for a county to include this in their budget, particularly when there is a significant amount of jurisdictions within the county but it is something worth looking at. For all the benefits to police officers and municipalities, the cost of the program and data storage will have to come down. Municipalities simply cannot afford to fund the programs the way they stand now. Large agencies that are accumulating a significant amount of storage are struggling with the costs.

5. Support staff

I would next recommend that each agency create a proper support staff for a body worn camera project. This would include a combination of sworn and non-sworn members who would handle everything from technical repairs to preparing FOI law requests which includes proper redactions of video produced in accordance with FOI requests that can be very time consuming. The support staff would also maintain the servers if your agency decides to use local storage as opposed to cloud based storage.

Limitations of the Study

Limitations do exist in this study including an unequal representation to the demographics of the respondents to the demographics of each agency. The Buffalo Police Department has a 22% African American population within the police department while only 12% responded. The Rochester Police Department has a 12% African American population in the department, yet only 3% responded to the survey.

Another limitation to this study was that it was solely based on perceptions of body worn cameras with respondents never using the cameras prior to their answers. However, because Rochester police officers are aware the decision has already been made, this might have prompted them to discuss body worn cameras at more length with their colleagues and formed decisions (their responses might be less fluid than that of Buffalo police officers). Furthermore, that body worn cameras are a fait accompli could affect the RPD responses in other way, but this would require in-person interviews.

Future Research

There is a lot of future research to this topic as the data is still very few and far between given the newness of the topic. This researcher has plans to administer this survey again to the RPD post camera implementation which has already begun as of this writing. A request for information and proposal by the BPD has also been issued to gather pricing and other information for approximately 25 body cameras to be used on a testing basis. This researcher would also like to look into the possibility of surveying those officers post implementation.

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Appendix

Gramaglia Survey

Police officers perceptions towards the use of Body-worn cameras questionnaire
PURPOSE OF STUDY
This study attempts to collect information from sworn police officers from the Buffalo and Rochester Police Departments to gauge their perceptions and views on body-worn cameras should they be mandated to wear them by their respective police agency. This study will attempt to analyze the data collected to view the similarities and differences between the two police departments who are of similar size (approximately 700 sworn members each), population (approximately 250,000 Buffalo/ 210,000 Rochester) and similar violent crime rates. This study is intended to identify how police officers feel about the possible use of body-worn cameras given that they are the ones that may be required to wear them.
Inclusion Requirements:
All sworn members of both police departments described above will be included.
PROCEDURES
If you agree to participate in this research study, please click on the link below, which will take you to the questionnaire.
RISKS/ BENEFITS
Risks are minimal for involvement in this study. If at any time you wish to discontinue the survey, please just close your web browser and your answers will not be recorded. You will not directly benefit from participation in this study.
CONFIDENTIALITY
All data obtained from you is anonymous (names are not requested). The data will be kept confidential and stored on the primary investigators password-protected computer and will only be reported in an aggregate format (by reporting only combined results and never reporting individual ones). All questionnaires will be concealed, and no one other than the primary investigator will have access to them. The primary investigator will not know any of the survey's origins. All data will be retained for at least three years in compliance with federal regulations.
IF YOU HAVE QUESTIONS
If you have any comments, concerns, or questions regarding the conduct of this research, please contact the researcher at the top of this form. If you are unable to contact the researcher and

have general questions about your rights as a participant, please contact the IRB Administrator, Research Foundation for SUNY/Buffalo State at gameg@buffalostate.edu.

VOLUNTARY PARTICIPATION STATEMENT

Participation in this study is voluntary. You may refuse to answer any question or discontinue your involvement at any time without penalty or loss of benefits to which you might otherwise be entitled. By selecting "Yes" below, you indicate that you have read the information in this informed consent and have had a chance to ask any questions that you have about the study.

Q2 I have read and understood the above statement and agree to continue and participate with the survey.

- ❍ Yes (1)
- ❍ No (2)

If No Is Selected, Then Skip To End of Survey

Q3 Which police department do you work for?

- ❍ Buffalo Police Department (1)
- ❍ Rochester Police Department (2)

Q4 What is your current rank?

- ❍ Police officer (1)
- ❍ Detective or D/ Sgt (2)
- ❍ Sergeant (3)
- ❍ Lieutenant (4)
- ❍ Captain (5)
- ❍ Inspector (6)
- ❍ Other (7)

Q5 How many years of service do you have?

- ❍ 0-5 (1)
- ❍ 6-10 (2)
- ❍ 11-15 (3)
- ❍ 16-20 (4)
- ❍ 21-25 (5)
- ❍ 25+ (6)

Q6 What is your age group?
- ❍ 20-25 (1)
- ❍ 26-30 (2)
- ❍ 31-35 (3)
- ❍ 36-40 (4)
- ❍ 41-45 (5)
- ❍ 46-50 (6)
- ❍ 51-55 (7)
- ❍ 56-60 (8)
- ❍ 61-65 (9)
- ❍ 66-70 (10)

Q7 What is your ethnicity?
- ❍ Caucasian (1)
- ❍ African American (2)
- ❍ Latino/Hispanic (3)
- ❍ Native American/ American Indian (4)
- ❍ Mixed race (5)
- ❍ Asian/ Pacific Islander (6)
- ❍ Other (7)

Q8 What is your gender?
- ❍ Male (1)
- ❍ Female (2)

Q9 What is your level of education?
- ❍ GED/ high school (1)
- ❍ Some college (2)
- ❍ Associates degree (3)
- ❍ Bachelors degree (4)
- ❍ Graduate school/ graduate degree (5)

Q10 Did you or are you serving in the military?
- ❍ Yes (1)
- ❍ No (2)

Q11 First, we would like to learn your views on topics about policing generally. For each item, please check the box of the response that best indicates your opinion about the statement.

	STRONGLY AGREE (1)	AGREE (2)	DISAGREE (3)	STRONGLY DISAGREE (4)
Enforcing the law is a patrol officer's most important responsibility. (1)	❍	❍	❍	❍
Assisting citizens is just as important as enforcing the law. (2)	❍	❍	❍	❍
Police officers have reason to be distrustful of most citizens. (3)	❍	❍	❍	❍
A good patrol officer is one who stops cars, checks out people, runs license checks, etc. (4)	❍	❍	❍	❍
It is important for patrol officers to ensure that commonly used public spaces are safe for people in the community. (5)	❍	❍	❍	❍
It is important to enforce minor crimes to improve the quality of life for neighborhood residents. (6)	❍	❍	❍	❍
A good patrol officer will try to find out what	❍	❍	❍	❍

residents think the neighborhood problems are. (7)				

Q12 Next, we would like to learn a little about the community that you patrol. For each of the following, please indicate how many citizens in this district would fit the described action or situation.

	NONE (1)	FEW (2)	SOME (3)	ALL (4)
Would call the police if they saw something suspicious? (1)	❍	❍	❍	❍
Would provide information about a crime if they knew something or were asked about it by the police? (2)	❍	❍	❍	❍
Are afraid to cooperate with the police because of what other citizens might do to them? (3)	❍	❍	❍	❍
Are willing to work with the police to solve neighborhood problems? (4)	❍	❍	❍	❍

Q13 In this section, we would like to learn your general views on the implementation of body-worn cameras in your department. For these questions, please circle your response to the following statements:

	Yes (1)	No (2)
I think body-worn cameras will be easy to use. (1)	❍	❍
Using body-worn cameras will be an invasion of my privacy. (2)	❍	❍
Body-worn cameras will help secure convictions. (3)	❍	❍
Body-worn cameras will be a distraction when I perform my daily tasks. (4)	❍	❍
The general public should be able to view footage from body-worn cameras. (5)	❍	❍

Q14 In this section, we want to obtain your expectations or perceptions of body-worn cameras. Below, please indicate by checking the box whether you strongly agree, agree, disagree, or strongly disagree with the following statements about body-worn cameras.

	STRONGLY AGREE (1)	AGREE (2)	DISAGREE (3)	STRONGLY DISAGREE (4)
The body-worn cameras will be comfortable to wear. (1)	❍	❍	❍	❍
Downloading the data from the cameras will be a simple process. (2)	❍	❍	❍	❍
It will be easy to retrieve footage from storage. (3)	❍	❍	❍	❍

Q15 In this section, we want to obtain your expectations or perceptions of body-worn cameras. Below, please indicate by checking the box whether you strongly agree, agree, disagree, or strongly disagree with the following statements about body-worn cameras.

	STRONGLY AGREE (1)	AGREE (2)	DISAGREE (3)	STRONGLY DISAGREE (4)
Body-worn cameras will reduce the time spent filling out paperwork. (1)	❍	❍	❍	❍
An officer will have a more accurate account of what has transpired when using a body-worn camera. (2)	❍	❍	❍	❍
Footage from body-worn cameras will improve the quality of evidence. (3)	❍	❍	❍	❍

Q16 Next, we want to obtain your perceptions about how your fellow officers will react to wearing body-worn cameras. Below, please indicate by checking the box whether you strongly agree, agree, disagree, or strongly disagree with the following statements about body-worn cameras.

	STRONGLY AGREE (1)	AGREE (2)	DISAGREE (3)	STRONGLY DISAGREE (4)
Officers using body-worn cameras will be more likely to follow department procedures when they encounter members of the public. (1)	❍	❍	❍	❍
Officers will be less likely to make stops and arrests when using body-worn cameras. (2)	❍	❍	❍	❍
Officers will feel they have less discretion when using body-worn cameras. (3)	❍	❍	❍	❍
Body-worn cameras will affect an officer's decision to use force. (4)	❍	❍	❍	❍

Q17 This section addresses your perceptions about how citizens will react to officers wearing body-worn cameras. Below, please indicate by checking the box whether you strongly agree, agree, disagree, or strongly disagree with the following statements about body-worn cameras.

	STRONGLY AGREE (1)	AGREE (2)	DISAGREE (3)	STRONGLY DISAGREE (4)
Citizens will be more respectful knowing an officer is wearing a body camera. (1)	❍	❍	❍	❍
Citizens will be more cooperative with an officer wearing a body camera. (2)	❍	❍	❍	❍
Body-worn cameras will improve police-community relationships. (3)	❍	❍	❍	❍
Using body-worn cameras will deter witnesses from speaking with officers. (4)	❍	❍	❍	❍
Citizens will be less likely to file complaints against officers using body-worn cameras. (5)	❍	❍	❍	❍
In general, citizens will feel that the cameras are an invasion of their privacy. (6)	❍	❍	❍	❍

Q18 Please indicate how concerned you are with recording the interactions you have with the following types of citizens:

	NOT AT ALL CONCERNED (1)	SOMEWHAT CONCERNED (2)	VERY CONCERNED (3)
Homeless individuals? (1)	❍	❍	❍
Victims of sexual assault? (2)	❍	❍	❍
Child victims? (3)	❍	❍	❍
Demonstrators? (4)	❍	❍	❍
In a private residence? (5)	❍	❍	❍
Minors? (6)	❍	❍	❍
Severe traffic accidents or traffic fatalities? (7)	❍	❍	❍
Mentally or physically challenged individuals? (8)	❍	❍	❍
Domestic violence situations? (9)	❍	❍	❍
An individual requesting you turn off the camera? (10)	❍	❍	❍

Q19 Below, please indicate by checking the box whether you strongly agree, agree, disagree, or strongly disagree with the following general perceptions about body-worn cameras.

	STRONGLY AGREE (1)	AGREE (2)	DISAGREE (3)	STRONGLY DISAGREE (4)
The use of body camera equipment is well received by coworkers (1)	❍	❍	❍	❍
Using body-worn cameras will increase public trust in officers (2)	❍	❍	❍	❍
Body-worn cameras will decrease officer safety (3)	❍	❍	❍	❍
The advantages of police departments' adopting body cameras outweigh the disadvantages (4)	❍	❍	❍	❍

Q20 Below, please indicate by checking the box whether you strongly agree, agree, disagree, or strongly disagree with the following individual perceptions about body-worn cameras.

	STRONGLY AGREE (1)	AGREE (2)	DISAGREE (3)	STRONGLY DISAGREE (4)
I support the use of body-worn cameras on all patrol officers (1)	❍	❍	❍	❍
Wearing a body-worn camera will cause me stress and anxiety. (2)	❍	❍	❍	❍
With proper training, I will be confident to use the cameras while on patrol. (3)	❍	❍	❍	❍

Q21 Below, please indicate by checking the box whether you strongly agree, agree, disagree, or strongly disagree with the concerns related to introducing body-worn cameras.

	STRONGLY AGREE (1)	AGREE (2)	DISAGREE (3)	STRONGLY DISAGREE (4)
I am fearful that I will receive disciplinary actions if I forget to turn on the camera. (1)	❍	❍	❍	❍
Officer performance evaluation will be positively impacted by body-worn camera. (2)	❍	❍	❍	❍
When officers wear cameras, they will communicate less with their partners while on patrol. (3)	❍	❍	❍	❍

Q22 Next, we want to evaluate your perceptions as to who in the department should be authorized to view body-worn camera footage and when they should be able to view footage from an officer's camera. Below, please indicate by checking the box whether you strongly agree, agree, disagree, or strongly disagree with the following statements about body-worn cameras.

	STRONGLY AGREE (1)	AGREE (2)	DISAGREE (3)	STRONGLY DISAGREE (4)
The department should only be able to view an officers body-worn camera footage when there is a complaint filed against that officer. (1)	❍	❍	❍	❍
When a complaint is made against an officer, a first line supervisor should be authorized to view the body-worn camera footage before taking a formal complaint. (2)	❍	❍	❍	❍
Only internal affairs should be authorized to view body-worn camera footage when a complaint is filed. (3)	❍	❍	❍	❍
Supervisors should have the authorization to view any officers body-worn camera video at any time. (4)	❍	❍	❍	❍
When an officer	❍	❍	❍	❍

is within their probationary period, supervisors should be able to view their body-worn camera video for training purposes. (5)				

Q23 This next section addresses your perceptions regarding officers ability to review body-worn camera video for complaints and critical incidents. Below, please indicate by checking the box whether you strongly agree, agree, disagree, or strongly disagree with the following statements about body-worn cameras.

	STRONGLY AGREE (1)	AGREE (2)	DISAGREE (3)	STRONGLY DISAGREE (4)
An officer should be able to view their own body-worn camera video prior to providing testimony or a sworn statement related to a departmental complaint. (1)	❍	❍	❍	❍
An officer should be able to view other officers body-worn camera video prior to providing testimony or a sworn statement related to a departmental complaint. (2)	❍	❍	❍	❍
Officers involved in a critical incident should be able to review their own body-worn camera video before providing a sworn statement. (3)	❍	❍	❍	❍
Officers involved in a critical incident should be able to review other	❍	❍	❍	❍

officers body-worn camera video who were also present at that critical incident before providing a sworn statement. (4)				