

## Program Narrative: Orlando Police Department

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### *Statement of the Problem*

Law enforcement agencies face challenges in the 21<sup>st</sup> century that have been invisible in the past. Critical events in Baltimore, New York, and Ferguson have signified the demand for a nationwide effort to improve public safety's community policing efforts. The use of social media and news media has impacted the urgency for the need of law enforcement agencies to make these improvements swiftly.

The current problem facing law enforcement is the critical need for public safety agencies to enhance transparency and accountability and improve police services in an effort to improve interactions with the public. Community policing efforts to address this need, and continue to build community trust, are directly linked to the need to incorporate improved technology. The implementation of a body-worn camera (BWC) program will assist in reducing complaints of police misconduct; deescalating conflicts, reducing the instances of use of force events and reducing injuries to both police officers and citizens. In addition, the implementation of a BWC program will increase officer professionalism and advance criminal investigations. BWC's are useful training and evaluation tools and improve evidence collection for trial, which will lower overtime costs for investigations and court appearances, saving thousands of dollars in court costs.<sup>1</sup>

The Orlando Police Department (OPD) has been proactive in developing of a BWC program. In 2014, OPD and the University of South Florida (USF) partnered in a pilot /research project that looked at 1) how BWC's impact officer use of force complaints, officer injuries, and citizen

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<sup>1</sup> Miller, Lindsay, Jessica Toliver, and Police Executive Research Forum. 2014. *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned*. Washington, DC: Office of Community Oriented Policing Services

injuries, 2) what the officer's attitudes and perceptions towards BWC's are and 3) how the key stakeholders perceive the implementation of a BWC program. Two groups participated in this study, 50 officers wearing BWC's and a control group of 50 officers without cameras. The study compared statistics and data during the study period with statistics and data for the same officers for 12 months prior. Officers were also surveyed regarding behavior and perception of cameras. The study concluded that OPD officers are generally supportive of BWC's and they believe that the cameras will assist in reducing officer complaints and internal investigations. The study also determined that the officers saw the implementation of cameras as an extreme benefit in training scenarios, and found that most complaints could be quickly resolved in the field. The study determined that officer complaints and the number of use of force events decreased during the study period.<sup>2</sup> Total officer complaints declined by 29.37%, with a 33% reduction in internal complaints, officer injuries decreased, injuries to suspects decreased and the number of use of force events decreased by 7.7%. OPD has determined that the results of this study bolsters the belief that implementation of a BWC program will greatly benefit the agency and the community. The critical need for the agency to enhance transparency and accountability and improve police services in an effort to improve interactions with the public will be positively impacted by the implementation of a BWC program. The data compiled from this study demonstrates a clear need for body-worn cameras.

The City of Orlando has a population which is richly diverse. The current estimated population of the City of Orlando is 255,483. The U.S. Census data indicates that Orlando's population is 57.6% White, 28.1% Black, and 24.4% Hispanic/Latin.<sup>3</sup> Additionally, in 2014 there were 62

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<sup>2</sup> University of South Florida. (2015). *Body-Worn Cameras in Policing: Preliminary Results from Orlando*. Tampa, FL: Mathew D. Lynch, Wesley G. Jennings and Lorie A. Fridell.

<sup>3</sup> US Census Bureau. Retrieved from [HTTP://WWW.CENSUS.GOV/QUICKFACTS/TABLE/PST045214/00\\_12097](http://www.census.gov/quickfacts/table/pst045214/00_12097)

million visitors to Orlando.<sup>4</sup> Orlando has surpassed New York City as the most visited place in America.<sup>5</sup> This incredible influx of visitors vastly increases the diversity of the population served by OPD.

One of the major issues in the enhancement of community policing is the concern over police use of force incidents; the public's perception of police use of force, the high number of incidents of use of force, and the high number of citizen complaints within law enforcement agencies. Two of the main focus areas of the BWC pilot/research project were use of force events and officer complaints. The results indicated that the number of use of force events and the number of officer complaints was directly impacted by the use of the BWC. It has been frequently recognized that both officers and citizens change their behavior while on camera. Citizens often behave more appropriately and are more likely to comply with the officer's requests, while officer's behavior tends to be more professional and courteous when being recorded. During the BWC study period there was a 29.7% reduction in complaints against officers wearing the BWC's. It is clear that having video of an event greatly reduces the number of complaints against officers.<sup>6</sup>

There was a 7.7% reduction in number of use of force incidents for the officers wearing the BWC's. Additionally and possibly more importantly, were the types of tactics involved in the use of force events changed with the camera deployment. For example, "take downs" decreased by 86% and the use of chemical agents increased by 80%. The use of BWC's decreases the

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<sup>4</sup> Visit Orlando. (2015). Orlando Becomes First Destination To Surpass 60 Million Visitors, Sets New Record For U.S. Tourism (Press Release). Retrieved from <http://media.visitorlando.com/pressrelease/index.cfm/2015/4/9/Orlando-Becomes-First-Destination-To-Surpass-60-Million-Visitors-Sets-New-Record-For-US-Tourism/>

<sup>5</sup> Mark Johanson. (2015). Orlando Surpasses New York as Most Visited U.S. City. *International Business Times*. Retrieved from <http://www.ibtimes.com/orlando-surpasses-new-york-most-visited-us-city-1574621>

<sup>6</sup> Miller, Lindsay, Jessica Toliver, and Police Executive Research Forum. 2014. *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned*. Washington, DC: Office of Community Oriented Policing Services

number of use of force complaints against officers and impacted the officers decisions on the technique used in use of force events.<sup>7</sup>

There is a great need to leverage Digital Multimedia Evidence (DME) to help inform adjudication of cases. Having video evidence greatly impacts the legal process. Criminal investigations with video evidence will assist in speeding up an investigation and allow for the justice system to more effectively investigate and prosecute cases. Officers can provide footage of the actual events of an incident, a third party independent eye. Video footage can show victim's injuries in battery cases, or can show the actual battery incident, helping prosecutors press charges on a suspect, when a victim may be reluctant.<sup>8</sup> In addition, with video, more defendants may plea or the court process may be shortened, reducing court costs and time.

OPD has forged partnerships to promote the BWC program activities and effectively use DME. Letters of Intent are included from the State Attorney, the Fraternal Order of Police, Lodge 25, and the Valencia College Peace and Justice Initiative (VCPJI). The Office of the State Attorney will greatly benefit from video evidence; BWC's improve evidence collection for court proceedings, capture and document interviews, arrests, crime scenes and encounters with the public. In addition, town hall meetings with the Chief of Police and the community continue, requesting citizen input. The VCPJI has an OPD captain on its board to collaborate on its initiatives maintain a respectful environment on campus and within our community, one where conflict leads to growth and transformation, rather than violence or aggression. In addition, the FOP, City Attorney, and management personnel are highly involved in policy development.

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<sup>7</sup> University of South Florida. (2015). *Body-Worn Cameras in Policing: Preliminary Results from Orlando*. Tampa, FL: Mathew D. Lynch, Wesley G. Jennings and Lorie A. Fridell.

<sup>8</sup> Miller, Lindsay, Jessica Toliver, and Police Executive Research Forum. 2014. *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned*. Washington, DC: Office of Community Oriented Policing Services

Legal liability of FOIA and policy development is a key factor in creating a BWC program. The City of Orlando and OPD have begun the process of addressing these issues directly. The City of Orlando's Deputy City Attorney drafted a bill updating FS 119.071, General Exemptions from Inspection or Copying of Public Records. The update to this Florida Statute defines "body camera" and provides that a body camera records requirements under certain circumstances; providing exceptions; requiring a law enforcement agency to retain body camera recordings for at least a specified period. In brief, the statute will now include verbiage that outlines when a body camera recording is confidential and exempt; when it is inside a private residence, inside a healthcare, mental health, social services facility or a location a reasonable person expects to be considered private. The bill also mandates that body camera video be retained for at least 90 days. This bill will take effect July 1, 2015.

OPD is updating its current agency policy on mobile recording, to include the use of body-worn cameras. The method being used for policy development is collaborative in nature. Department personnel are researching and identifying best practices throughout the nation. In addition, OPD command staff, including the Chief of Police met with other agency leaders to work on policy details from a regional approach. Regional officials felt it was important to develop a policy that would be consistent throughout the Central Florida region. In addition, the Chief of Police is meeting with community leaders during town hall meetings and is requesting their input on policy development. Policy development will reflect the input from partners as well as legal requirements from the state statute. The BWC project managers will be tracking policy concerns such as; FOIA, storage, retention, redaction, civil rights, domestic violence and several other areas outlined in the COPS report. The number of public records requests, including those requiring redaction, the use of storage, the number of videos stored for investigation for

extensive periods of time and any other identified need will be tracked through project management.

OPD has 743 authorized sworn positions. There are 450 sworn officers with patrol duties or with daily citizen interaction. Once the project is completely implemented, the Department will deploy BWC's to all 450 of those sworn officers.

### *Project Design and Implementation*

The goal of the of OPD's BWC program is to enhance transparency and accountability and improve police services in an effort to improve interactions with the public. The program objectives and measures include:

**Objective 1:** Implement a phased approached BWC program, inclusive of stakeholders to address policy, procurement and deployment input.

- *Measure:* Number of external partners participating in the BWC program
- *Measure:* Number of staff positions committed to the BWC program

**Objective 2:** Establish agency policies and procedures governing the BWC's that are transparent and include priority topics, prior to deployment of cameras to officers.

- *Measure:* Percent decrease in the number of citizen-officer complaints
- *Measure:* Percent decrease in the number of sustained citizen-officer complaints
- *Measure:* Percent decrease in the number of use-of-force reports filed

**Objective 3:** Improve transparency and accountability in encounters between police and the public by deploying 100% of purchased BWC's, in a phased out process, by September 30, 2017.

- *Measure:* Percent of officers in program assigned BWC's

**Objective 4:** Improve transparency and accountability in encounters between police and the public by training 100% of officer's assigned body worn cameras on the agency's policy and operational procedures prior to deployment.

- *Measure:* Percent of officers in program trained on agency policies and procedures

OPD intends to meet these goals and objectives through the implementation of comprehensive, evidence based, phased program. The implementation of this program will include a communication strategy for engaging community leaders, advocacy groups and local political leadership to promote program buy-in and increase program awareness. Effective communication with these stakeholders will greatly contribute to the overall success of the program and reduce negative feedback. The Chief of Police has met with local agencies to discuss regional policy development. In addition, the Chief of Police has and will continue to meet with community leaders in town hall forums to discuss local issues, to include the implementation of BWC's. Additionally, the Chief of Police gave a BWC presentation to the Mayor, City Commissioners and the public at a recent City Council meeting, including a budget workshop. OPD's media relations officer will also prepare press releases on the BWC program, engaging the media and community. The Department also is active in updating social media, with its own website, Facebook page and Twitter account. Updated information regarding the BWC's can be posted to all of these sites. Letters of intent to collaborate on this effort were received from the Fraternal Order of Police (FOP), Lodge 25, Inc., the Office of State Attorney as well as the Valencia College Peace and Justice Initiative (VCPJI). The VCPJI promotes peace and justice, aiming to nurture a respectful environment on campus and within our community, one where conflict leads to growth and transformation, rather than violence or aggression. This initiative provides community outreach and services, promotes peace and justice events, teaches topics of peace in justice at Valencia College and hosts national experts as speakers for events. This organization is a valuable asset to the community and this project. All of these community engagement strategies will be included in the communication strategy.

The successful pilot/research project enlightened the agency on implementation needs and potential program gaps. The agency was afforded the opportunity to evaluate its existing evidence and practices associated with transparency and accountability. The project goals and objectives were established from these lessons learned and from existing research and reports. Because OPD invested time in the pilot project, critical needs such as policy development, FOIA/ public record requests, training, procurement and deployment were all identified. It became evident that to properly deploy a program of this scale, a phased approach would be best. By implementing the program with a phased approach, the agency can continue to measure performance benchmarks and determine if alternative methods of operation need to be employed.

The first phase of the BWC program implementation will include objective 1) Implement a phased approached BWC program, inclusive of stakeholders to address policy, procurement and deployment input, as well as objective 2) Establish agency policies and procedures governing the BWC that are transparent and include priority topics, prior to deployment of cameras to officers.

The program implementation (Phase 1) will begin with continued policy development and program staffing. In an effort to implement the program effectively and work with stakeholders, staffing is a major consideration. A BWC project manager and possibly additional staffing will be assigned to manage the agency's BWC program. Current OPD staff oversaw the implementation of the pilot /research project. These staff members and potential additional staff members will have new and increased tasks related directly to the implementation of the BWC program. The agency intends on hiring an additional media relations employee that may assist with the anticipated increase in public records requests. Current staff may also be reassigned to work on procurement, maintenance, and general program management. The BWC project manager will also be responsible for tracking performance measures required by the grantor.



Because of the pilot /research project, some initial policy changes were made to our mobile recording policy that covered such items as in-car cameras to reflect the use of cameras for the study groups. However, a full policy review and update will be necessary for full BWC program implementation. OPD will update its current policy to include the topics of concern or need identified by the COPS office and through our pilot project. This policy will be updated through collaboration and identifying best practices. OPD personnel are reviewing BWC model policies from agencies with established programs. OPD command staff, including the Chief of Police, met with other agency leaders to work on policy details from a regional approach. Regional officials felt it was important to develop a policy that would be consistent throughout the Central Florida region. The Chief of Police is meeting with additional community leaders during town hall meetings and is requesting community input on policy development. The policy will be reviewed by the Fraternal Order of Police (FOP) Union labor advisor prior to implementation. Policy development will reflect the input from these stakeholders as well as legal requirements from the state statute developed by the City of Orlando's Deputy City Attorney. Policy areas of concern include FOIA, storage, retention, redaction, civil rights, domestic violence and several other areas outlined in the COPS Report.

OPD's policy will clearly outline BWC procedures, when an officer shall activate the BWC, when they can shut the camera off, and notification of when a camera is in use. The policy will also include topics regarding uploading of the video, tagging the video, documenting the use of cameras, restrictions, supervisor responsibilities, administration, storage, retention, training, as well as the legal information outlined in the state statute.

Specific areas covered in the statute including privacy and retention, will be included in the OPD policy. Regarding privacy issues, the statute outlines the confidentiality and exemption of

recordings from public record under certain circumstances, to include the interior of a private residence, interior of a health care, mental or social services facility, or any place a reasonable person would expect to be private. The policy will also address privacy of victims, to include domestic violence victims. With regards to retention, the statute will require a retention period of at least 90 days, OPD's policy will also reflect the same retention period.

The Office of the State Attorney's (prosecutor, public defender, court system) primary role "is to represent the State of Florida in the criminal court system. The Office of the State Attorney reviews criminal investigations conducted by law enforcement, decides if criminal charges are necessary and then presents the cases in criminal court."<sup>9</sup> The Office of the State Attorney realizes the impact that BWC's have on court cases. BWC's improve evidence collection for court proceedings, capture and document interviews, arrests, crime scenes and encounters with the public. Capturing this evidence is critical to court cases, especially sensitive cases like domestic violence cases, which can be difficult cases to prosecute.<sup>10</sup> This video is also important to the state attorneys investigations into any complaints of officer misconduct that reach the level of criminal proceedings. Judges and juries often rely on video footage as evidence, and have come to expect video evidence in many cases.<sup>11</sup> For the reasons, and many more, the State Attorney of the Ninth Judicial Circuit, Jeffrey L. Ashton has signed a letter of intent, supporting the BWC program.

By including stakeholders, assigning appropriate personnel and developing a comprehensive policy, the agency intends to meet its performance objectives by showing a decrease in the number of citizen-officer complaints, a decrease in the number of sustained citizen-officer

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<sup>9</sup> Office of the State Attorney.2015. Retrieved from [HTTP://SAO9.NET/](http://SAO9.NET/)

<sup>10</sup> Miller, Lindsay, Jessica Toliver, and Police Executive Research Forum. 2014. *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned*. Washington, DC: Office of Community Oriented Policing Services

<sup>11</sup> Miller, Lindsay, Jessica Toliver, and Police Executive Research Forum. 2014. *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned*. Washington, DC: Office of Community Oriented Policing Services

complaints, and a percent decrease in the number of use-of-force reports filed. The number of citizen-officer complaints and sustained complaints is currently tracked through our Internal Affairs Section (I.A.); the number of these cases involving video will be tracked. This process will continue and the BWC project manager will obtain the information on complaints from I.A. The number of use of force reports filed is reviewed by our Training Unit and investigated by I.A. The number of uses of force involving video will be tracked by IA and the information will be provided to the BWC project manager.

Phase 2 of the program will address objective 3), Improve transparency and accountability in encounters between police and the public by deploying 100% of purchased BWC, in a phased approach, by September 30, 2017 and Objective 4) Improve transparency and accountability in encounters between police and the public by training 100% of officer's assigned body worn cameras on the agency's policy and operational procedures prior to deployment.

Once the staff is in place and the policy and operational procedures are approved and in effect, the next step to implementation is the procurement and deployment of the cameras (Phase 2). The BWC project manager will be responsible for working with City Purchasing to purchase the BWC equipment. There are numerous factors to consider during this phase. Camera testing has been done on several units during our study period. In addition, research has been done, such as review of the Department of Homeland Security's "Body-Worn Video Cameras for Law Enforcement Assessment Report".<sup>12</sup> Cameras that have been researched and used in the pilot program incorporate all of the core operating characteristics for procurement outlined in the technical guidance on procurement section of the announcement, except for characteristic #5,

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<sup>12</sup> U.S. Department of Homeland Security, Science and Technology. (2015). Body-Worn Video Cameras for Law Enforcement Assessment Report.

Horizontal Field of View. This requirement requires a 90° field of view, however every camera researched or tested thus far provides a 75° view. Prior to procurement, this technical specification will be further researched.

Once the policy is complete, the policy and training program will be sent to BJA for review and the drawn-down of funds will be requested. Financial considerations in the purchasing process are of great importance. The requested federal grant funds will be matched with City funds. The federal budget request will fund equipment, while the match funds will cover storage costs. Regarding the federal budget request, OPD is not considered high risk by any other federal grant making agency.

Once the equipment is purchased, the BWC project manager will work closely with the selected vendor to install and train personnel on all aspects of the equipment, software, storage utilization and management processes. Officers assigned BWC's will be required to attend a 2-hr operational training session. During the research/pilot project, officers were surveyed to determine how they felt about the implementation of body-worn cameras. The overall response was positive. One officer wrote, "I see extreme value in body-worn cameras for collecting evidence, writing reports, and most importantly resolving complaints in the field".<sup>13</sup> The study results confirmed buy-in from the officers. The officers did feel that education and training would benefit the implementation process. Therefore, OPD will ensure that all effected officers are trained and educated on the policies and procedures of the body-worn cameras before they are implemented.

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<sup>13</sup> University of South Florida. (2015). *Body-Worn Cameras in Policing: Preliminary Results from Orlando*. Tampa, FL: Mathew D. Lynch, Wesley G. Jennings and Lorie A. Fridell.

During phase 2, the cameras will be deployed in a staggered method. The first quarter of the grant period (Oct-Dec 2015) will be spent on administration, policy development, purchasing preparation and staffing. New staff members will be assigned or current staff member will be provided detailed tasks. A civilian media relations position will be added to the agency to work along with the current sworn Media Relations Officer. This position will be funded by the City and one of the duties will be to respond to public records requests from the public and the media. Additionally, the current Police Technology Liaison will be assigned as the BWC project manager. This officer assisted in overseeing the pilot/research project with UCF and currently is the project manager for other technology projects, such as in-car cameras.

The grant manager will prepare the award to be approved at City Council and returned to the funder. The City budget office will establish a separate funding account for the grant program. While these processes are taking place, the BWC project manager will ensure the policy is complete and in place and will work with City Purchasing to complete all purchasing requirements for the equipment.

The equipment will be competitively solicited and a vendor will be selected during the second quarter of the grant period (Jan –Mar 2016). This process is expected to take between 30-90 days.

During the third quarter (Apr-June 2016) the equipment will be ordered from the selected vendor, the OPD Quartermaster Unit will receive the equipment and inventory it. Any equipment requiring installation or training will occur through working with the vendor. In the fourth quarter (July-Sept 2016), 100 cameras will be deployed and officers assigned those cameras will be trained on the operation of the cameras as well as the policy. During the fifth quarter (Oct-Dec

2016), the BWC project manager will collect data towards the outcome measures. This data will be used as a benchmark to determine if the program is progressing as planned and will identify any programmatic gaps. The BWC project manager will continue to gather data from the program measures throughout the grant period. Once the initial cameras are deployed and functional, the data will be analyzed and feedback from the officers and investigators will be evaluated. These measures include the number of public records requests received, the number of investigative copies made for detectives or the state attorney's office, and disseminated in the appropriate time frame, the number of citizen-officer complaints, the number of sustained citizen-officer complaints, the number of officer assigned cameras, and the number of officers trained.

During the sixth quarter (Jan-Mar 2017) and seventh quarter (April-June 2017), 100 cameras will be deployed each quarter and officers assigned those cameras will be trained on the operation of the cameras as well as the policy. And in the last quarter (July-Sept 2017), the final 100 cameras will be deployed and officers assigned those cameras will be trained on the operation of the cameras as well as the policy.

Throughout the grant period, the BWC project manager will be responsible for managing the maintenance of the equipment and data storage and access. These details will also be included within the policy. With regards to grant management, the grant manager will complete the award requirements, quarterly performance reports and semi-annual progress reports, based on data collected from the BWC project manager. The Police Fiscal Manager will complete all quarterly financial reports. During both phases of this program, the communication strategy will continue.

OPD has not applied for any other BJA BWC programs. The Disclosure of Pending Applications is included in this application package.

### *Capabilities and Competencies*

OPD currently manages an extensive video surveillance system, IRIS. This project consists of over 200 surveillance cameras fixed around the City. The project is run by a project manager and additional technical staff. Those cameras are monitored by sworn personnel and video is tagged, retained and used for investigative purposes. This project was a massive undertaking, which began in 2007. IRIS was funded through corporate donations, City funds and federal grant funds. An advisory board was established with local businesses, community leaders and research partners. The great success of the IRIS program is just one example of the agency's capability to implement a project like the BWC project.

Much like the BWC project, with IRIS federal grant funding was requested and managed by current staff members. A project manager was assigned, camera technicians were assigned, cameras were inventoried and maintained, policies and procedures were developed and storage and retention issues were addressed. Issues related to privacy were addressed; staff met with the ACLU, union officials, and community members to discuss the implications of surveillance video in the community. In addition, officer and public surveys were completed by the University of Central Florida (UCF), in a research project, similar to the one completed by the USF for the BWC project.

OPD has deployed numerous other mobile technology programs. The agency maintains a large computer aided dispatch (CAD) system, records management system (RMS), has 35 officers assigned electronic citation devices, uses mobile computers in all officer vehicles, has 50 in-car

video units and has multiple mobile applications for officers. All of these technology projects have been implemented successfully. All sworn officers use mobile computers, with Field Reporting and electronic mapping applications. There are 50 in-car video cameras assigned to vehicles working traffic and DUI enforcement.

OPD fully understands the requirements of implementing a large scale technology project and has experience in doing so. All technology projects are backed by policy and procedures. The agency is fully capable of implementing the BWC program and the agency's staff is highly competent and experienced.

The BWC project manager will be the current Technology & Projects Coordinator, (b)(7)c, (b)(6) (b)(7)c, (b)(6) was also the project manager for multiple technology projects, such as in-car cameras, electronic citation devices, computer replacement, field training software deployment, as well as the pilot body-worn camera project. The BWC will report directly to the Administrative Service Bureau Commander (Deputy Chief).

The Police Planning Administrator, (b)(6), will be the grant manager for this program.

(b)(6) has over 20 years experience as a civilian in law enforcement and has managed numerous federal grant programs, such as the Urban Area Security Initiative (UASI) grant for the region, State Homeland Security (SHSP) grants, Solving Cold Cases with DNA, Intellectual Property, STOP Violence grants, HIDTA, COPS Hiring, COPS Technology, and many more.

(b)(6) will be responsible for submitting all progress reports, performance measures and will serve as the day to day contact for grant management.

The Police Fiscal Manager, (b)(6) will serve as the grant finance manager. (b)(6)

(b)(6) has 27 years of accounting and finance experience. (b)(6) has been the finance



manager for a multitude of federal, state and local grants as well as various MOU's and agreements with federal agencies. (b)(6) will be responsible for submitted all quarterly financial reports and providing any additional financial updates.

The civilian media relations position is one that will be newly created. It is expected that some of the duties of this employee will include responding to media requests related to the BWC's, assisting with public record requests and provide press releases to the media on the BWC program.

### *Program Continuity*

One of the primary concerns of implementing a body-worn camera program is cost.<sup>14</sup> . There are numerous areas to consider with continuation of a BWC program. Over and above the initial cost for equipment, the greatest costs are for continuation of personnel and annual costs, such as video storage. For OPD, funding must be secured to continue staffing the program and potentially add staffing, if necessary. Adding additional staffing for project management will depend on the number of videos that need to be reviewed and categorized, as well as the number of public records requests received. In addition, as new sworn personnel are hired, additional cameras and licenses must be supported. Other areas of financial concern include; maintenance agreements, annual storage costs, licensing, and replacement of equipment. The re-occurring annual costs of maintenance, storage, and licensing is expected to be as much as \$450,000 per year. The agency has determined that although a cloud-based video storage by a third party (vendor) is expensive; it is the most secure method of storing video, ensuring integrity of the stored video. This method also ensures a clear and secure chain of custody of video, with electronic tracking of video. After the initial equipment is purchased, during the grant period, the

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<sup>14</sup> Miller, Lindsay, Jessica Toliver, and Police Executive Research Forum. 2014. *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned*. Washington, DC: Office of Community Oriented Policing Services

Department will request that the City incorporate these costs within the City Capital Improvement Plan (CIP) budget. The Chief of Police has already presented this idea to the Mayor and City Commissioners during a recent City Council meeting on budget. Therefore, the inclusion of these funds is anticipated in future budget cycles.

Mitigating the program costs is also a primary consideration for the agency. Numerous cost-saving actions will be put in place to absorb some of the high costs of the program. For example, with regards to personnel, one current sworn officer position who worked on the pilot/research project will be assigned as the BWC project manager. This position is already budgeted for within our Department budget. Additionally, the City is planning to hire a civilian to work with our media relations officer, who will also assist with the expected onslaught of public records requests from the media and the public associated with the BWC's. This civilian position will be funded by the City and will cost much less than hiring another sworn officer. The intent is to continue with this position past the grant period. With "response to records requests" being one of the highest costs, this should be greatly beneficial.<sup>15</sup>

Several previous studies have indicated that overtime costs associated with court time and depositions can be reduced, if fewer cases go to court because of video evidence. In addition, agencies have concluded that the number of frivolous law suits has decreased due to video evidence. Increased professionalism by officers and deescalated events with citizens is expected to decrease the number of law suits. All of these factors will be analyzed in hopes of a cost-savings to the agency. OPD has put great consideration into the continuity of this program. The pilot/research project has such positive results; that is it clear that this project is needed. The City

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<sup>15</sup> Miller, Lindsay, Jessica Toliver, and Police Executive Research Forum. 2014. *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned*. Washington, DC: Office of Community Oriented Policing Services

and Department are both dedicated to this program and intend to continue the program well beyond the grant period, by requesting the CIP funds and maintaining personnel.

### *Plan for Collecting the Data Requires for Performance Measures and Sustainment*

The following performance measures will be tracked:

- Number of external partners participating in the BWC program
- Number of staff positions committed to the BWC program
- Percent decrease in the number of citizen-officer complaints
- Percent decrease in the number of sustained citizen-officer complaints
- Percent decrease in the number of use-of-force reports filed
- Percent of officers in program assigned body-worn cameras
- Percent of officers in program trained on agency policies and procedures

OPD will continue to collaborate with stakeholders throughout the implementation process. Additional Letters of Support/Letters of Intent or possible MOU's may be necessary for implementation. The BWC project manager will obtain all documentation as well as track any other stakeholders that are participating in this program. The BWC project manager will also be able to track the number of new positions or number of positions assigned BWC duties.

The number of citizen-officer complaints and sustained complaints is currently tracked through our Internal Affairs Section (IA); the number of cases involving video will be tracked by IA investigators. The BWC project manager will obtain the information on complaints from the IA and maintain a tracking system throughout the grant project period. The number of use of force reports filed is reviewed by our Training Unit and investigated by IA. The number of use of force reports involving video will be tracked by IA and the information will be provided to the BWC project manager, who will maintain a tracking system throughout the grant project period. All of this information will be maintained on easy to read spreadsheets.

The BWC project manager will be assigning BWC's to personnel. Working with the Quartermaster Unit, the BWC project manager will ensure all equipment is properly assigned to officers and recorded in the Department's inventory system. The BWC project manager will track all officers assigned equipment, maintain that equipment, and ensure if equipment is replaced, if necessary. In addition, the BWC project manager, with assistance from the Training Unit staff, will ensure that all officers' assigned BWC's attend the mandatory 2-hr operations training. In addition, the BWC project manager will ensure that all officers assigned BWC's are trained on the policy and procedures associated with the use of the cameras. The training will be tracked through current training practices, using sign in sheets or training forms and this information will be kept in the officer's training file. The BWC project manager will maintain records of all officers trained. The BWC project manager will work with the grant manager to ensure this data is provided for grant administration purposes; submission of performance reports.

The information/data collected and tracked by the BWC project manager will allow the agency to properly evaluate the impact of the program. Continuously monitoring the project goals and benchmarks will identify any gaps or improvements needed. In addition, at the conclusion of the program, the continuous tracking and benchmarking of programmatic progress will provide the necessary data to properly evaluate the program. Data can be compared from prior to the pilot study to data collected after the grant period and compared for evaluation purposes. In addition, a cost-benefit analysis can be conducted to compare the costs associated with the program during the grant period to the possible reduction in costs of outputs, including law-suit payments, overtime costs, etc.