

COUNCIL BILL NO. 2023-123

A RESOLUTION

AUTHORIZING THE PURCHASE AND REPLACEMENT OF 42 IN-CAR
CAMERA SYSTEMS, 130 BODY CAMERAS, DIGITAL MANAGEMENT
SYSTEM, AND ACCESSORIES FOR A FIVE-YEAR TERM, FROM AXON
ENTERPRISE, INC.

(Police Department – Axon Enterprise, Inc.)

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF
CHAMPAIGN, ILLINOIS, as follows:

Section 1. That the City Manager is hereby authorized to execute an agreement between the City of Champaign and Axon Enterprise, Inc. relative to the purchase and replacement costs of 42 in-car camera systems, 130 body cameras, digital management system, and accessories for a five-year term, for the Police Department at a price not to exceed \$1,645,423.38.

Section 2. That the City Manager is authorized to take such steps as desirable and necessary to effectuate such purchase referred to in Section 1.

COUNCIL BILL NO. 2023 – 123

PASSED:

APPROVED: _____

Mayor

ATTEST: _____

City Clerk

APPROVED AS TO FORM:

City Attorney



REPORT TO CITY COUNCIL

FROM: Dorothy Ann David, City Manager

DATE: July 7, 2023

SUBJECT: EXPLANATION OF COUNCIL BILL NO. 2023-123

A. Introduction: The purpose of this Council Bill is to approve a contract with Axon Enterprise, Inc. (AXON) for the purchase and replacement costs of forty-two (42) in-car video camera systems, one hundred and thirty (130) body cameras, digital management system, and accessories for a 5-year term. The agreement approves an expenditure of \$466,527.80 for the current fiscal year and a total contract amount not to exceed a cost of \$1,645,423.38 over five years.

B. Recommended Action: The Administration recommends approval of this Council Bill.

C. Prior Council Action:

- On January 15, 2002, Council approved [CB 2002-011](#), which authorized the purchase of thirty-six (36) in-car cameras from the State Joint Purchasing Program. The cost for the initial purchase was \$129,707.80.
- On October 21, 2008, Council approved [CB 2008-222](#) and [CB 2008-223](#), which authorized the purchase of video equipment, computers to support said equipment, and video equipment installation services for the Police Department, at a cost of \$274,846.
- On June 21, 2016, Council approved [CB 2016-107](#), which approved the FY 16/17 Annual Budget, and included funding for the equivalent of one full-time Property/Evidence Technician position at the Police Department to assist with video evidence, at a cost of \$71,237 (salary and benefits).
- On July 26, 2016, Council discussed the advantages and issues related to purchasing body cameras in addition to the planned replacement of in-car cameras outlined in [SS 2016-038](#). Council voted unanimously to direct staff to prepare a Council Bill authorizing the purchase of Panasonic in-car video cameras, body cameras, and digital management system from CDSOT.
- On September 6, 2016, Council approved [CB 2016-184](#) and [CB 2016-185](#), which authorized the purchase of thirty-five (35) in-car video camera systems, one hundred and twenty-five (125) body cameras, digital management system, and accessories, at a cost of \$551,733, and increased the Police Department budget by \$62,697 per year beginning in FY 17/18 to account for the increased replacement costs.

D. Summary:

- AXON was identified through a Request for Proposal (RFP) process as the only vendor that was responsive to the RFP requirements. Two other vendors submitted incomplete proposals and were determined to be non-responsive.
- Police Department staff visited the Bloomington Police Department and the University of Illinois Police Department to evaluate the AXON camera system and its effectiveness in similar sized police agencies. If selected, AXON's equipment would effectively meet the needs of the Department and its officers.
- AXON's proposal was responsive to every criterion listed in the RFP, and the pricing for the items in the RFP was under the estimated budget.
- Staff recommends that Council consider approving additional feature upgrades and equipment that were not part of the RFP, which staff has determined would be beneficial to Champaign police officers and the department. These additional features and equipment result in an increase of \$246,263.21 to the overall five-year cost of the RFP, and \$18,138.96 in recurring annual costs for Verizon 5G wireless service cards.

E. Background:

1. Legal Requirement for the Use of Officer-Worn Cameras. In January 2016, a comprehensive State Law took effect, the Law Enforcement Officer-Worn Body Camera Act ([50 ILCS 706/10 et seq](#)) ("Act"), which included a section regulating the use of body cameras by police departments. The original Act did not require police departments to purchase and use a body camera program, but generally dictated when cameras had to be turned on and when they may be turned off, mandatory recording capabilities of the device, notification of recording, retention periods, Freedom of Information Act (FOIA) restrictions, when redaction is necessary, and annual reporting guidelines.

In February 2021, the Safety, Accountability, Fairness and Equity-Today Act (SAFE-T Act) under [HB 3653](#) was enacted by the Illinois Legislature. This legislation required that by January 1, 2024, all officers in municipalities the size of Champaign, use officer body-worn cameras in their interactions with citizens. Officer body-worn cameras will be required for all law enforcement in Illinois. Officers face serious criminal liability for not utilizing or recording mandated citizen encounters. The proposed agreement with AXON for body-worn and in-car cameras ensures the City and its officers are in compliance with the requirements of the Act by January 1, 2024.

2. Panasonic Technical Deficiencies and Limitations. The Police Department's current Panasonic in-car video cameras and body worn cameras were authorized for purchase by Council in 2016. The in-car video cameras and body worn cameras were expected to have a five-year life cycle. Since the purchase of the cameras was over 7 years ago, warranties of both have expired. Maintenance and replacement costs of the Panasonic equipment have increased due to normal wear and tear and technical failures associated with age. Additionally, technological advancements related to equipment reliability, video clarity and quality, storage capabilities, and software advancements have surpassed that of current equipment.

3. Request for Proposals and Selection of AXON. An RFP was prepared seeking qualified vendors to provide in-car audio/video systems, body cameras, and a digital asset management software system. The RFP was posted to the City's website on March 21, 2023, and proposals were due on May 8, 2023, which was later extended to May 11, 2023. Forty-four potential vendors downloaded the packet during the RFP process. Eleven different questions were asked by potential vendors and were answered in a timely manner through the issuance of four separate. Each addendum was emailed to all vendors that had previously downloaded the RFP, and it remained on the City's website for any future vendors to download. Addendum number four, published on May 5, 2023, extended the deadline to May 11, 2023, to accommodate a vendor's question. Three vendors replied to the RFP, TRANSOURCE and MOTOROLA were non-responsive to the requirements of the RFP and were not evaluated. AXON was the only vendor responsive to the RFP and therefore the only company evaluated.

- a. AXON Site Visits.** On May 12, 2023, Department staff travelled to the Bloomington Police Department to meet with their staff about the AXON camera system. Bloomington has AXON in-car video, body-worn cameras, and their data for all video evidence is managed by AXON, utilizing the AXON Evidence program. Bloomington staff spent several hours showing staff all the features of the system and how they manage it. Bloomington staff discussed AXON's integration capabilities with the FLOCK camera systems, auto-tagging, auto-initialization, customer service, battery life and other features unique to AXON. Bloomington staff recommended that we purchase the AXON system.

On May 12, 2023, Department staff travelled to the University of Illinois Police Department to meet with their staff about the AXON camera system. The University staff recently added AXON in-car video cameras to their AXON body worn cameras and digital asset management systems from AXON utilizing AXON Evidence. The University has operated for several months using AXON body worn cameras and another vendor's in-car cameras which the City might be required to also do. The University staff demonstrated several features of their system, the most notable being the live view function from AXON's Respond Plus license. At the end of the visit University staff recommended that we purchase the AXON system.

- b. AXON Evaluation Process.** On May 16, 2023, Department staff met to evaluate the proposal submitted by AXON. AXON's pricing was under budget, met every requirement listed in the proposal, and was recommended by two similar size agencies. Department staff unanimously agreed to proceed with the selection of AXON's proposal.

4. Improvement Over Current Video and Data Storage Technology. The AXON camera system that is recommended for purchase has several improvements from the current camera system. Many of these improvements will save officers and Department staff time and improve productivity, while also providing unlimited storage for digital evidence.

- a. AXON Integrates with Tyler Mobile Technology.** AXON's cameras auto-tag all video evidence by integrating with Tyler Mobile technology which the City utilizes. Every time an officer activates their camera, AXON software will extract the necessary classification data from Tyler Mobile and apply that information to the videos. This feature will greatly

increase the efficiency and accuracy of digital video evidence classifications by reducing the time staff are required to manually interact with equipment and computer programs to classify digital video evidence.

- b. AXON's Body-Worn Cameras Integrate with RAPID SOS.** AXON's body-worn cameras are GPS enabled and integrated with METCAD's RAPID SOS technology. RAPID SOS is a program that METCAD uses to pinpoint locations during 911 calls. AXON integrating with RAPID SOS will enable METCAD dispatchers to locate any officer wearing a body-worn camera with the same pinpoint accuracy that they can with 911 calls. This safety feature has the potential of saving an officer's life by enabling other officers to quickly locate an officer in distress.
- c. AXON's Cameras Communicate with Each Other.** If one camera is activated at a call for service, other officers arriving on scene will have their cameras automatically activated. The system can recognize that a nearby camera is activated and that other cameras in the area should also be activated. This feature will prevent officers from mistakenly not activating their cameras which could result in potential violations of the SAFE-T Act.
- d. AXON's Cameras Integrate with TASER X2.** When a TASER X2 is removed from the holster and activated, synched body-worn cameras and in-car cameras will automatically activate. This feature has the increased probability of capturing all aspects of a quickly developing use of force incident. AXON will provide new batteries on a one-time basis for all of the Department's current TASER X2 inventory to enable this feature.
- e. AXON Performance Improves Video Reviews.** AXON's video management system enables simultaneous side-by-side viewing of up to four videos. This technology will enable supervisors to review all officer videos concurrently and will allow better perspective to an incident. Videos are reviewed by supervisors on a random basis to evaluate officer performance, as well as every time there is a use of force incident. AXON Performance will also allow Police Department command staff to assign a set number of video reviews for each supervisor and provide reports to ensure compliance. This feature will ensure better supervision of employees and will save time spent reviewing complex incidents.
- f. AXON Evidence Provides Unlimited Online Digital Storage.** All video evidence is uploaded to AXON Evidence, an unlimited Cloud based solution. This system will reduce the need for server storage space at the Police Department and at the City building. In addition, all video evidence collected from victims and citizens will be stored on AXON Evidence at no additional charge. AXON's system enables officers to send a link to citizens to upload their digital evidence without further officer interaction. After the citizen uploads their evidence, it will automatically be associated with the appropriate incident report, providing convenience, simplicity, and efficiency to the digital evidence collection process. This feature will save evidence processing time, the cost of the DVD-R disc, and paper copying charges for each item of evidence submitted.

- g. AXON RESPOND Plus License.** Supervisors and administrators will be able to view a live stream of any officer's body-worn camera during an incident. This feature will be useful during critical incidents and other emergency situations. In car and body-worn videos that need immediate review can be uploaded remotely from anywhere. In addition, AXON's redaction technology uses artificial intelligence to assist employees with redactions. The technology can be set to blur license plates, hide certain faces, and block other unwanted images automatically. The Freedom of Information Act (FOIA) requires that videos and documents disclosed in response to FOIA requests redact personal and private information and images prior to disclosure. This new process will greatly reduce the time spent redacting videos, will increase the accuracy of those redactions, and help ensure with compliance with privacy laws.
- h. AXON Integrates with FLOCK Group Inc's ALPR Technology.** AXON's in-car cameras are mobile ALPR enabled devices and are capable of integrating with the City's existing FLOCK ALPR camera technology. If this feature is activated, all vehicles within fifty feet of a squad car's front camera will have their license plate recorded. The data collected could then be accessed to provide leads in criminal investigations and enhance officer safety through increased situational awareness. The safety and privacy protocols currently associated with the Department's [ALPR policy](#) would remain in effect.

5. Proposed Contract with AXON. All equipment for the contract is expected to be delivered and implemented in November 2023. The AXON cameras will be covered by a complete five-year warranty. In years three and five of the agreement, all body-worn cameras will be upgraded to AXON's newest camera system. At the end of year five, the City will have the option to upgrade all in-car cameras to the latest camera system and to continue with AXON by paying the recurring licensing costs at the going rate or re-negotiating a new five-year contract.

- a. Additional Equipment and Upgrades.** Police Department staff communicated with AXON representatives, completed two site visits, and thoroughly researched AXON's features and capabilities. After all the research was completed and AXON was selected as the vendor, it was determined that some additional equipment and upgrades above what was requested in the RFP would be included in the proposed contract with AXON, pending Council approval. The total additional cost for all equipment and upgrades over the five-year contract is \$246,263.81 to AXON, and \$18,139.96 per year to Verizon for forty-two (42) 5G unlimited wireless service cards.
- i.** Increasing the number of in-car cameras from forty-one (41) to forty-two (42) is requested to provide a camera for the Chief of Police. Department staff became aware that Chief Tyler wanted an in-car camera in his assigned vehicle after the RFP process had concluded and after AXON was selected as a vendor.
- ii.** Three additional body-worn camera docks are requested so that docks are better spaced around the Department. AXON includes sixteen docks with space for eight cameras per dock. Department staff have decided that all those docks will be located near the West entrance door of the department, and all body-worn cameras will be returned to that centralized dock location at the end of each officer's shift. The

sixteen docks provided by AXON in their proposal are sufficient to house all body-worn cameras. The three additional docks are being requested to have an additional dock in patrol report writing, investigations, and outside Chief Tyler's office. These three additional docks will provide convenience to Department staff that are on duty and enable them to upload their body camera videos without returning their camera to a centralized dock location until the end of their shifts.

- iii. Seven additional AXON Pro and fifteen additional AXON Basic licenses are requested to accommodate the non-sworn staff that need to have an account with AXON to use the evidence collection and redaction features. AXON provided eight additional Pro licenses as part of their original proposal for non-sworn staff. Department staff determined that it would be convenient to have additional staff able to access and work on those features. Licenses can be given and taken from individual employees as often as is needed, however, it was determined constantly re-assigning permissions and authorizations would not be sustainable in the long-term.
- iv. AXON provided forty-two (42) in-car 4G Cradlepoint routers in their initial proposal. Cradlepoint routers enable all in-car technology including computers and the camera system to be accessible by a cellular network and are specific to AXON and their proposed solution. Department staff inquired with AXON about 5G technology, and they offered to provide the 5G routers at an increased cost. The system AXON proposed would run on 4G technology, however, department staff recommends upgrading the in-car routers from 4G to 5G technology. In addition to faster in-car computer responses, 5G technology will enable live streaming of videos and remote upload of videos to the secure data storage Cloud. The upgrade to 5G will require the Department to purchase forty-two (42) 5G cards with unlimited service from Verizon at an annual recurring cost of \$18,138.96, which would be a cost separate from this agreement with AXON.
- v. Department staff recommend an upgrade to AXON RESPOND Plus technology. AXON's proposal included an AXON RESPOND Basic service. The Basic service includes location services and integration with RAPID SOS. This integration is unique and proprietary to AXON. The Plus feature additionally enables live views of officer body-camera interactions, and remote off-loading of videos. Live viewing officer interactions were deemed by Department staff to be very important to officer safety, supervision, and accountability. An upgrade to AXON RESPOND Plus will not be possible without upgrading to 5G technology.

6. Equal Opportunity in Purchasing Ordinance (EOPO). AXON has a valid Affirmative Action certificate on file with the City and meets the requirements of the City's Equal Opportunity in Purchasing Ordinance.

- a. **Compliance Status with EOPO and Workforce Analysis.** AXON employs 2,261 people, which includes 837 white males, 326 minority males, 380 white females, and 376 minority females. 314 employees at AXON did not provide a racial or gender identification at the beginning of their employment.

- b. Compliance Officer Review and Compliance with CDAP Goals.** The Compliance Officer has reviewed Axon Enterprise, Inc's submittal and CDAP forms and has determined that Axon Enterprise, Inc's good faith efforts meet the Champaign Diversity Advancement Program (CDAP) requirements. The goals for this project are subcontracting of 10% MBE and 5% WBE as well as workforce participation of 20% minority and 15% female. Axon has indicated that they will self-perform most of the work but have indicated that they are utilizing an MBE subcontractor for installation services. AXON has also provided sufficient evidence of good faith efforts in opportunities and support for disadvantaged groups.

7. Next Steps. It is expected that this project will begin in the next four months. Before the body-worn cameras can be deployed and the in-car camera system can be installed, staff will need to be trained on both platforms. It is estimated that each officer will receive two hours of training on the new systems.

F. Alternatives:

1. Approve the Council Bill authorizing the City Manager to execute a contract with AXON for the purchase and replacement of forty-two (42) in-car camera systems, one hundred and thirty (130) body-worn cameras, digital management system, and accessories, all manufactured by AXON, not to exceed a cost of \$1,645,423,38.
2. Do not approve the Council Bill and provide further direction to staff.

G. Discussion of Alternatives:

Alternative 1 would authorize the purchase and replacement of AXON in-car camera systems, body-worn cameras, digital management system, and accessories from AXON.

a. Advantages

- The new in-car and body-worn camera systems will replace the outdated technology that is over a year past its expected life and scheduled replacement.
- AXON's cameras are state-of-the-art and will save the Police Department time that can be utilized for additional patrolling and investigating.
- AXON's unlimited Cloud based data storage solution will save the cost of additional digital storage space.
- The cost of this project is below staff's initial estimates, and the remaining funds will be available for other City purposes.

b. Disadvantages

- Allocates fund balance in the CERF and the General Fund that could be used for other purposes.

Alternative 2 would not approve the Council Bill and provide further direction to staff.

a. Advantages

- Specific advantages would depend upon the direction provided by Council.

b. Disadvantages

- The City would retain less reliable technology to document interactions between citizens and officers.
- Recurring costs of time and money to repair and replace parts of an outdated camera system.

H. Community Input: During the spring and early summer of 2015, more than 175 citizens and 90 students attended a series of community meetings, which were hosted by the Police Department. During those dialogues, the Administration openly discussed the Department's intention to research and implement new in-car and body worn cameras. Community members in attendance were largely supportive of the Department's efforts to improve video technology at the Police Department. Also, during public comment portions of past Council meetings about other police-related topics, community members have suggested to Council that the City look into body-worn cameras for officers in an effort to increase accountability, trust, and transparency, as well as build stronger relationships with its citizens. Police Department staff have hosted several Coffee with a Cop events as well as other community engagement events over the past year. Discussions with citizens have made clear that the community supports ideas that increase police accountability and better document interactions with citizens.

I. Budget Impact: The below table provides a breakdown of one-time and recurring costs of this contract by fiscal year:

Contract Year	Fiscal Year	One-time Costs	Recurring Costs	Total
1	FY 2023/24	216,719.07	249,808.73	466,527.80
2	FY 2024/25		249,808.73	249,808.73
3	FY 2025/26	89,830.30	249,808.73	339,639.03
4	FY 2026/27		249,808.73	249,808.73
5	FY 2027/28	89,830.36	249,808.73	339,639.09
Total		\$396,379.73	\$1,249,043.65	\$1,645,423.38

The first-year contract costs are \$466,527.80, which is comprised of one-time costs for the initial purchase and installation of equipment totaling \$216,719.07 and recurring costs of \$249,808.73 for software, data storage, and warranty costs. The FY 2023/24 Annual Budget includes \$473,072 of funding set aside within the Capital Equipment Replacement Fund (CERF) specifically for the initial purchase of equipment. In addition, Council allocated \$150,000 of additional one-time funding for the purchase of equipment and \$300,000 recurring funding for this project's new software and data storage components. The initial purchase of equipment costs

of \$216,719.07 will be covered by the available funding within CERF, and the remaining available CERF funds remain in fund balance. In addition, the recurring costs of \$249,808.73 for this contract and \$18,138.96 outside of the contract for 5G service have been budgeted starting in FY 2023/24, and \$182,052.25 of funding would be available for Council to allocate toward other purposes.

Future recurring costs of \$249,808.73 in years two through five as well as the recurring costs to implement 5G of \$18,138.96 will be paid from the IT Maintenance contracts account, as the primary cost is related to software, licensing, and data storage. The annual replacement cost for the in-car and body-worn cameras will be added to CERF. The replacement cycle for the body-worn cameras will be in year 3 and at the end of year 5, and in-car cameras being replaced in year 5.

J. Staffing Impact: An estimated 160 hours of staff time from the Champaign Police Department, Finance Department, Equity & Engagement Department, City Manager's Office, and Legal Department was put into research and development of this RFP and the Report to Council. All Police Department sworn personnel will receive two hours of training time, if approved by Council, on the new AXON camera system.

Prepared by:

Reviewed by:

Reviewed by:

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